

# **Jackson Appleton Middlesex Urban Revitalization and Development Project**

March, 2000



<b>Table of Contents</b>	<b>Page</b>
<b>Executive Summary</b>	<b>1</b>
<b>1. Characteristics</b>	<b>8</b>
<b>2. Eligibility</b>	<b>46</b>
<b>Background Information</b>	<b>46</b>
<b>Area Eligibility Findings: A Decadent Area</b>	<b>54</b>
<b>Area Eligibility: Clearance and Rehabilitation</b>	<b>58</b>
a) Clearance: 50% Structurally Substandard	58
b) Spot Clearance: Necessary to Achieve Objectives	59
c) Clearance: Extent Justified and Necessary	61
d) Rehabilitation: Economically Feasible	62
e) Rehabilitation: Desirable Qualities	63
f) Based on Local Survey and Conforms to Comprehensive Plan	63
<b>3. Project Objectives</b>	<b>65</b>
a) Specification for all Proposed Development	66
b) Estimate of Jobs Created and Eliminated	66
c) Provisions to Control Densities, Land Coverage, etc.	67
d) Historic Preservation & Design Review	69
<b>4. Financial Plan</b>	<b>74</b>
<b>5. Requisite Municipal Approvals</b>	<b>76</b>
<b>6. Site Preparation</b>	<b>82</b>
<b>7. Public Improvements</b>	<b>83</b>
<b>8. Relocation</b>	<b>88</b>
<b>9. Redeveloper's Obligation</b>	<b>87</b>
<b>10. Disposition</b>	<b>92</b>
<b>11. Citizen Participation</b>	<b>93</b>
<b>12. Implementation</b>	<b>94</b>
<b>13. Changes</b>	<b>98</b>

<b>List of Tables:</b>	<b>Page</b>
------------------------	-------------

<b>Table 1: Potential Future Land Use</b>	<b>6</b>
<b>Table 2: Property Ownership</b>	<b>49</b>
<b>Table 3: Existing Land Use</b>	<b>50</b>
<b>Table 4: Building Use</b>	<b>51</b>
<b>Table 5: Household Characteristics</b>	<b>52</b>
<b>Table 6: Population by Age</b>	<b>52</b>
<b>Table 7: Household &amp; Family Income</b>	<b>53</b>
<b>Table 8: Tenure Analysis</b>	<b>53</b>
<b>Table 9: Clearance Area Buildings</b>	<b>58</b>
<b>Table 10: Job Creation</b>	<b>67</b>
<b>Table 11: Existing Dimensional Requirements</b>	<b>69</b>
<b>Table 12: JAM Urban Revitalization and Development Plan Budget</b>	<b>75</b>

<b>List of Figures:</b>	<b>Page</b>
<b>Characteristics</b>	<b>7</b>
<b>JAM Area Locus Map</b>	<b>M-1</b>
<b>JAM Area Boundary</b>	<b>M-2</b>
<b>JAM Area Topography</b>	<b>M-3</b>
<b>Parcel Map</b>	<b>M-4</b>
<b>Parcel Index</b>	
<b>Property Ownership</b>	<b>M-5</b>
<b>Historic Districts</b>	<b>M-6</b>
<b>Historic Designations</b>	<b>M-7</b>
<b>Existing Land Use</b>	<b>M-8</b>
<b>Existing Building</b>	<b>M-9</b>
<b>Deficient Building</b>	<b>M-10</b>
<b>Tax Title and Foreclosed Properties</b>	<b>M-11</b>
<b>DEP Hazardous Waste Listed Sites</b>	<b>M-12</b>
<b>Proposed Land Use</b>	<b>M-13</b>
<b>Proposed Zoning</b>	<b>M-14</b>
<b>Transportation Improvements</b>	<b>M-15</b>
<b>Existing Parking</b>	<b>M-16</b>
<b>Acquisition Map</b>	<b>M-17</b>
<b>Acquisition Index</b>	
<b>Urban Renewal Actions</b>	<b>M-18</b>
<b>Disposition Map</b>	<b>M-19</b>
<b>Disposition Index</b>	
<b>Illustrative Plan</b>	<b>M-20</b>

## **IX Appendices**

- A: Historic Site Maps**
- B: Economic Opportunity Area (EOA)  
South Designation**
- C: Zoning Regulations**
- D: Design Guidelines – Historic Board Review**
- E: CAC and Public Meetings**
- F: Brownfields Charrette**
- G: 1972 Comprehensive Plan**
- H: 1986 Parking Garage Study**
- I: 1987 Appleton/Middlesex Plan**
- J: Residential Relocation Brochure**
- K: Commercial Relocation Brochure**
- L: Draft Disposition Agreement**

# EXECUTIVE SUMMARY

The City of Lowell, acting by and through its City Council (the “Council”), in accordance with the powers conferred upon it by Chapter 121B of the Massachusetts General Laws, as amended, and in recognition of the need to remove certain decadent conditions located in the City, has caused this Jackson Appleton Middlesex (JAM) Urban Revitalization and Development Plan (hereinafter referred to as the “Plan”) to be prepared for the Jackson Appleton Middlesex (JAM) Urban Renewal Area (hereinafter referred to as the “Area”).

The Area was identified in September 1972 in a comprehensive plan prepared for the City of Lowell by The City Development Authority entitled **Land Use Plan, Lowell, Massachusetts** (the “Comprehensive Plan” - see Appendix G)

Similarly, two other planning studies prepared since the 1972 Comprehensive Plan, **Parking Garage Feasibility Study**, prepared in 1986 (see Appendix H), and **The Appleton/Middlesex Plan**, prepared in 1987 (see Appendix I), identified issues similar to those stated in the 1972 Comprehensive Plan such as

- mixed land use,
- obsolete street patterns,
- dangerous traffic intersections,
- streets that are inadequate in section for modern traffic volumes

Many of the city wide changes and improvements called for in the Comprehensive Plan have been successfully completed. Unfortunately, direct investment within the specific JAM Urban Renewal Area has not accomplished the removal of the conditions indicated in the 1972 Comprehensive Plan.

The investment of significant public funds for the creation of the Lowell National Park, and the development of the Paul E. Tsongas Arena and Edward A. LeLacheur Park have not lead to substantive gains for The JAM Area and the Area continues to lag behind the overall improvement seen in other areas of the City. It is readily apparent from the information gathered in performing the JAM Area local area survey that in the intervening 28 years since the Comprehensive Plan was drafted and accepted the decadent conditions present in the JAM Area have continued unabated.

Despite the City’s efforts to call attention to the opportunities for redevelopment in the Area, no significant interest has been generated, even in the more favorable economic climate which exists today and with the development incentives available as an Economic Opportunity Area (EOA). Therefore, the City Administration and the Council believe more direct efforts and assistance by the public sector are necessary to spur the redevelopment of the Area. Specifically, as set forth in this Plan, the City proposes: (i) direct intervention in the Area through the use of eminent domain for construction of public improvements and to assist private economic development; (ii) adoption of economic incentives throughout the Area; (iii) completion of public infrastructure improvements for traffic and public safety reasons; (iv) rezoning of the Area



to facilitate removal of incompatible land uses; (v) a disposition mechanism to dispose of publicly held properties within this area for private redevelopment.

Specifically, the City's proposed plan to redevelop the Area is as follows:

- 1. Acquire 18.18 acres of the Area.** The City of Lowell will acquire parcels within The JAM Urban Renewal Area in one (1) Clearance Area, eighteen (18) Spot Clearance sites, and nine (9) Rehabilitation Areas (see Section 1, Figures M-4, M-17 and M-18).

The proposed 4.36 acre clearance area (including 3.81 acres of privately-owned land and .55 acres of publicly-owned roadway) is composed of six (6) buildings comprising 268,995 square feet. The clearance area was selected because it allows for reparcelization necessary in order to develop infrastructure providing adequate access and facilitating an efficient transportation network; creates a parcel large enough to be competitive for new economic development; because it will have the effect of removing a number of deficient, underutilized and obsolete buildings with very little prospect for renovation and revitalization; and finally, because this location will form an anchor for further redevelopment within the immediate area.

Of the total 18.18 acres of land proposed for acquisition in the Plan, 7.8 acres of land are proposed for acquisition for spot clearance and 2.2 acres are proposed for acquisition for rehabilitation in locations throughout the Area. This 10 acres includes 27 buildings totaling 770,820 square feet. Nine (9) sites are slated for rehabilitation and eighteen (18) for demolition.

Of all 27 buildings proposed for acquisition outside of the clearance area, only three buildings do not qualify as "deficient" as defined in the Plan. As noted under Project Objectives, one of the main objectives is to (7) "remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas". Spot clearance locations were chosen to stabilize the existing housing stock, provide significant economic development opportunities or to remove deficient, underutilized or obsolete buildings.

- 2. Adopt new zoning for the Area to increase residential and commercial uses and to resolve incompatible land use issues.** One new district is created for mixed commercial and residential development. This new district will cover the majority of Appleton Street which was formerly zoned B3 – General Business use. Industrial zoning will be confined to the area between the Hamilton and the Pawtucket Canals. The remaining area will remain under its current zoning with amendments to the B3 district to encourage street level commercial development, to require parking for new developments, and to promote sound urban design.
- 3. Undertake infrastructure improvements in the Area.** To improve traffic conditions and overall safety in the Area, the Board proposes to: (i) establish several new streets within the Area as public ways; (ii) reconstruct streets throughout the Area to provide curbs, sidewalks, crosswalks, and appropriate roadway surfaces; (iii) provide pedestrian paths between major destinations; (iv) construct separate sanitary and storm drains; and (v) create new open space opportunities.

**4. Adopt economic incentive programs for the Area.** The City Administration and the Council have turned to the state's Economic Development Incentive Program (EDIP) to provide public assistance for private commercial investment. The EDIP participation in this project is proposed to minimize the required urban renewal actions.

The EDIP provides three major incentives: (a) it provides an abandoned tax credit for abandoned properties; (b) it provides an investment tax credit for redevelopment; and (c) it provides property tax relief on the increment between a property's existing taxes and its redeveloped property taxes. This program is most applicable in this situation because the overall land utilization is low thereby making the tax increment portion of the EDIP viable and the potential tax savings substantial. Given that The JAM Area is an Economic Opportunity Area, businesses relocated from the JAM Area to locations outside of the Area will be eligible for the EDIP.

It is through this combination of limited public actions and significant incentives for private investment that the City of Lowell and the Council plan to accomplish the revitalization of the JAM Urban Renewal Area.

This Plan was developed with the active participation of a Citizens Advisory Committee (CAC) comprised of 25 individuals representing local businesses, community organizations, residents, the National Park Service, and a number of city agencies.



## Goals & Objectives

The City Administration and Council declare that it is in the best interest of the City of Lowell and of the general welfare of its citizens to undertake an Urban Renewal Project in the Area in accordance with this Plan and in accordance with the overriding planning objectives outlined below. These objectives were developed through ongoing consultation with the Citizens Advisory Committee.

- 1 To expand the tax base and create new jobs by providing sites for commercial and industrial development.
- 2 To attract new businesses to the area by creating accessible development sites.
- 3 To provide incentives for existing businesses to grow.
- 4 To create new and efficient access alternatives to the area and enhance the transportation system, including pedestrian systems.
- 5 To develop adequate parking for existing and proposed development.
- 6 To create a safe, accessible, and aesthetically positive environment.
- 7 To preserve the historic integrity of the area.
- 8 To remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas.
- 9 To enhance the marketability and promote the development of under-utilized land in the area by assembly, reparcelizing and subdivision of land.
- 10 To improve public utilities by constructing or reconstructing sidewalks, street lighting, water, sewer and drainage systems and installing electrical and telephone lines underground where appropriate.
- 11 To provide sites of sufficient size and with appropriate access and improvements, so that new construction is encouraged and sound redevelopment is facilitated.
- 12 To increase public safety by providing improved pedestrian access and by reducing vehicular and pedestrian interaction throughout the project area.
- 13 To promote sound site planning and building arrangement in the development of individual parcels by private redevelopers in order to achieve coordinated and harmonious urban design.
- 14 To provide for changes in land use to create a compatible mixture and clear pattern of mixed use commercial, residential, and industrial.
- 15 To recognize and define major pedestrian access points to the Area and to provide safe connections to adjacent facilities and land uses.
- 16 To encourage the highest quality design for structures to be built, and for supporting elements such as lighting and planting.
- 17 To reflect in architecture and site planning the uniqueness of the area in terms of location, access, visibility and historic character.

In addition the City Administration and Council propose the following Design Objectives:

- 1 To establish an urban character, as typified by a high overall intensity of activity during both the day and the evening through diversity of related uses which will generate these activities.
- 2 To recognize and define major pedestrian access points to the Area and to provide safe connections to adjacent facilities and land uses.
- 3 To encourage the highest quality design for the structures to be built, and for supporting elements such as lighting and planting.
- 4 To encourage development actions which will improve significantly the quality and quantity of pedestrian activity throughout the Area.
- 5 To reflect in architecture and site planning the uniqueness of the area in terms of location, access, visibility and historic character.
- 6 To encourage sound design in the redevelopment of key parcels forming the “gateways” to the City.

## **J A M 2020 – Vision**

This Plan was developed with the vision of creating a vibrant and thriving commercial district that could also link the downtown to the Gallagher Terminal and form a gateway to the City. A first step towards this vision is creating access to the area for pedestrian, vehicular, and commercial traffic and providing adequate parking for new and existing businesses.

The introduction of two new parks and walkways throughout the Area, as well as improvements to existing streetscapes and the Hamilton Canalway, will also help to create a more attractive and competitive commercial district.

### **Illustrative Plan**

Figure M-20 in Section 1 illustrates the vision for the area. Buildings shown in blue represent new structures while buildings shown in orange are existing buildings targeted for acquisition and rehabilitation. The remaining buildings (shown in brown) are existing buildings which will be eligible for rehabilitation incentive programs described in Section 3.

This plan is illustrative and is not based on a detailed financial feasibility assessment for each building. In those cases where property owners can satisfactorily document that rehabilitation is not financially feasible, demolition and new construction will be considered, provided that the new construction is consistent with the existing building siting and massing, design guidelines and recommended use as shown in this plan. This plan does not represent a final design for individual parcels, but is an illustration of opportunities. As site specific detailed design plans are developed, some changes (consistent with the intent of the plan and design guidelines) are anticipated.

In addition to changing land use patterns, accomplishing all of the goals/objectives discussed in Section 3 will require a series of both public and private actions. The public

actions will create positive change in The JAM Area in and of themselves, and stimulate or provide a catalyst for private actions. Those actions are described in detail in Section 7 Public Improvements. The public actions represent a restrained response, balancing the need to make changes sufficient to induce private investment without attempting the impossible task of accomplishing all of the goals solely with public funds.

Table 1 illustrates the potential future land use in the area following implementation of this Plan.

**Table 1: Potential Future Land Use**

<b>Land Use</b>	<b>Acres</b>	<b>Percent of Total</b>
Industrial	20	44%
Residential	5.5	12%
Commercial	13	28%
Institutional	2.75	6%
Parking (designated as off street)	3.6	8%
Park (Open Space)	1	2%

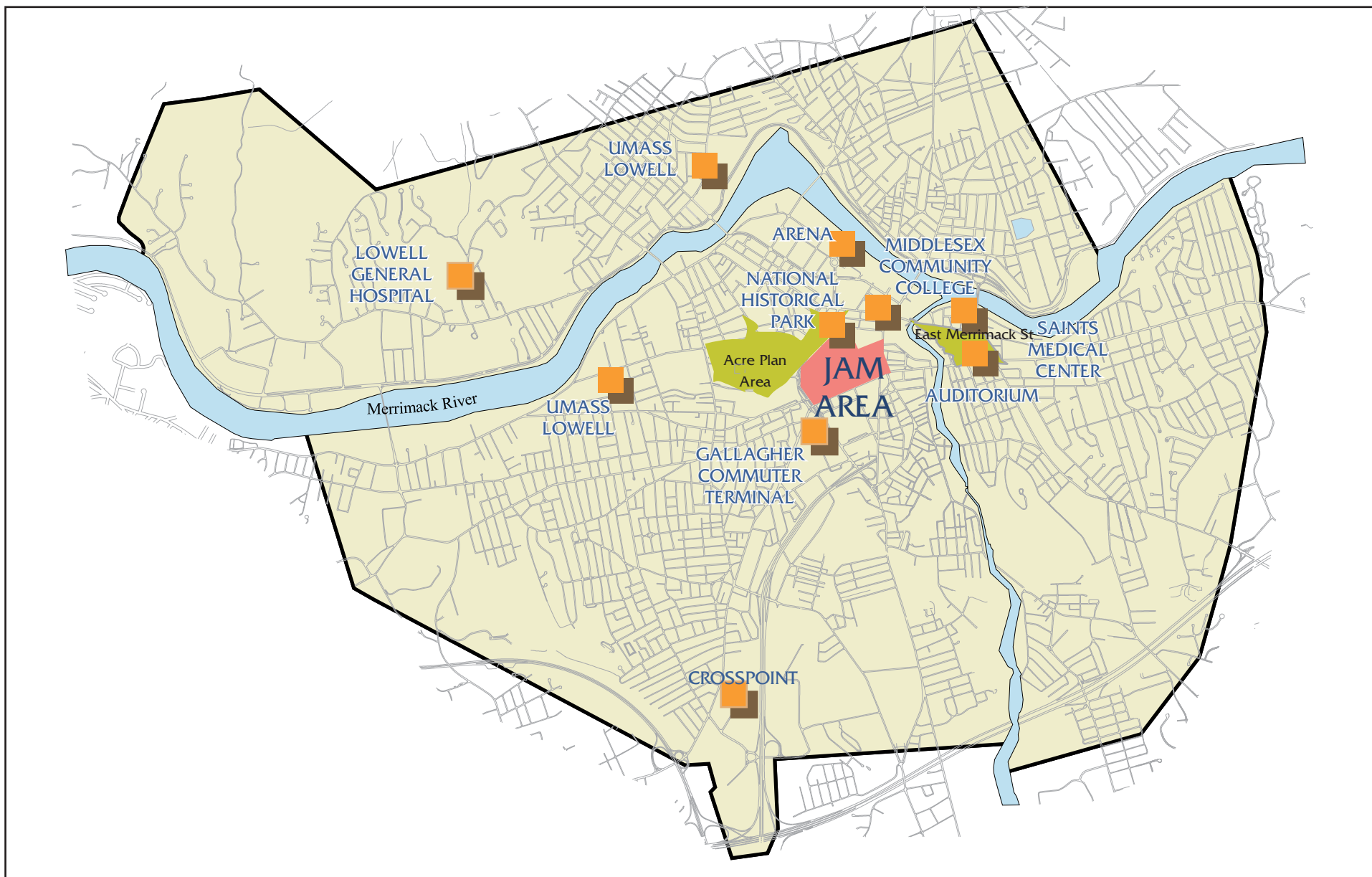
INSERT  
FOLDOUTS SECTION  
HERE

# 1 CHARACTERISTICS

The figures on the following pages illustrate the existing characteristics of the area, as well as the proposed future characteristics.

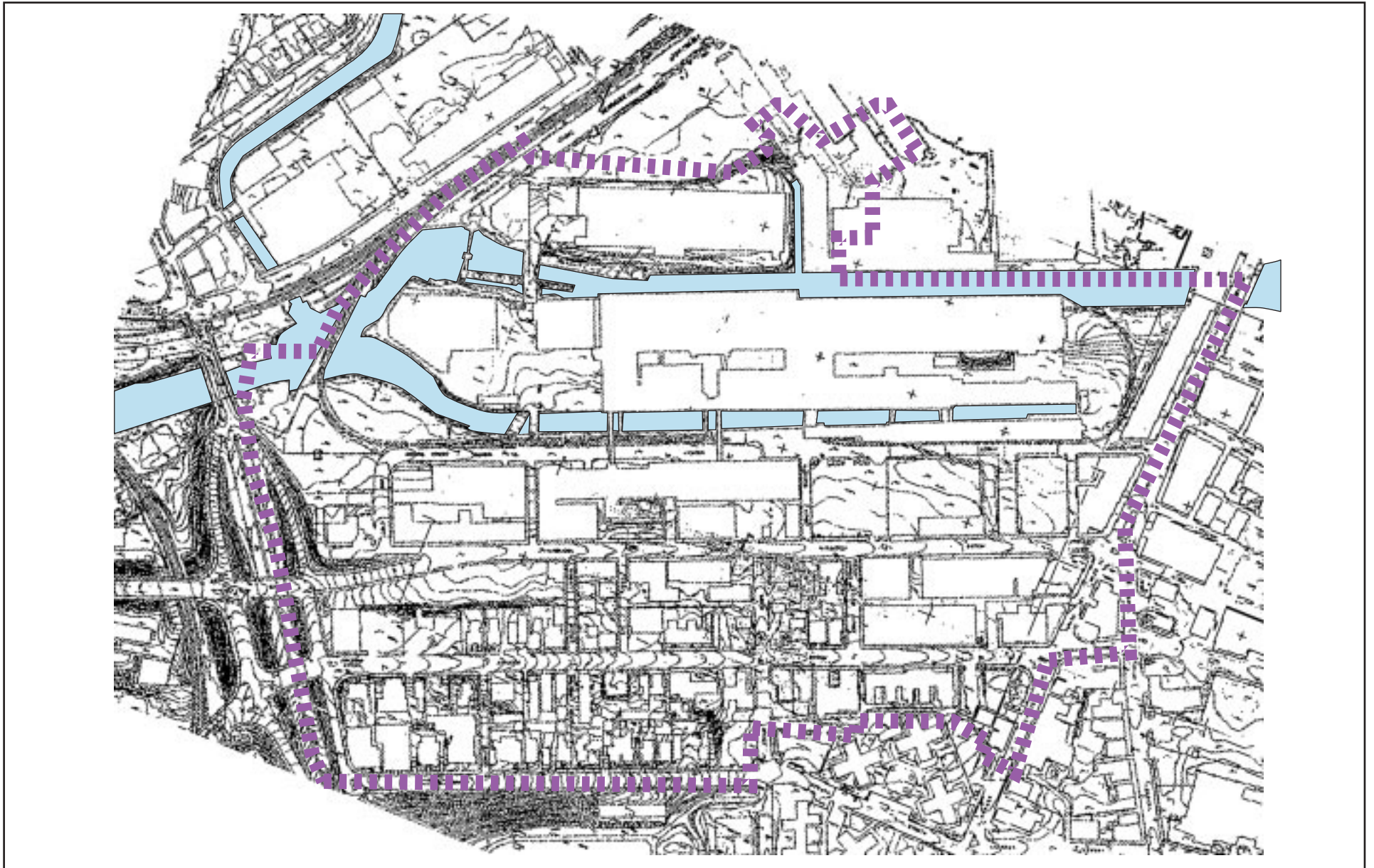
## Figures (in Section 1)

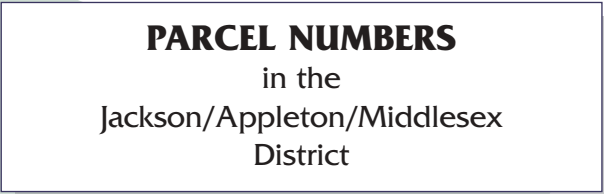
<b>M_1</b>	JAM Area Locus Map
<b>M_2</b>	JAM Area Boundary
<b>M_3</b>	JAM Area Topography
<b>M_4</b>	Parcel Map <ul style="list-style-type: none"><li>• Parcel Index</li></ul>
<b>M_5</b>	Property Ownership
<b>M_6</b>	Historic Districts
<b>M_7</b>	Historic Designations
<b>M_8</b>	Existing Land Use
<b>M_9</b>	Existing Zoning
<b>M_10</b>	Deficient Buildings
<b>M_11</b>	Tax Title and Foreclosed Properties
<b>M_12</b>	DEP Hazardous Waste Listed Sites
<b>M_13</b>	Proposed Land Use
<b>M_14</b>	Proposed Zoning
<b>M_15</b>	Transportation Improvements
<b>M_16</b>	Existing Parking
<b>M_17</b>	Acquisition Map
<b>M_18</b>	Urban Renewal Actions
<b>M_19</b>	Disposition Map <ul style="list-style-type: none"><li>• Disposition Index</li></ul>
<b>M_20</b>	Illustrative Plan











## JAM Property Listing

STREET	LOT #	OWNER	Land Area	Building Area
APPLETON PL	10	Robert Rubino	2,775.00	0.00
APPLETON PL	5	Costas G. Malapanis	1,800.00	1,617.00
APPLETON PL	6	Trs Byrne Realty Trust	2,605.00	1,597.00
APPLETON ST	100	Paul H. Dunigan	1,920.00	2,619.00
APPLETON ST	102	Lowell House Inc.	3,736.00	7,371.00
APPLETON ST	110	Trs The 1331 Nominee Trust	5,594.00	8,255.00
APPLETON ST	115	New England Telephone	13,000.00	48,118.00
APPLETON ST	124	CITY OF LOWELL	1,868.00	2,663.00
APPLETON ST	126	Paul H. Dunigan	12,583.00	2,217.00
APPLETON ST	130	Salvation Army of Massachuset	12,583.00	16,501.00
APPLETON ST	143	Edward P. Cunningham	2,403.00	0.00
APPLETON ST	151	Edward P. Cunningham	3,740.00	5,328.00
APPLETON ST	160	Robert H. Leighton Jr.	5,816.00	0.00
APPLETON ST	170	Robert H. Leighton Jr.	3,120.00	4,906.00
APPLETON ST	173	C. Emmett Byrne	7,709.00	3,961.00
APPLETON ST	183	Silva Brothers Investment Inc.	5,077.00	1,010.00
APPLETON ST	186	Trs Haffner Realty Trust	7,707.00	112.00
APPLETON ST	189	Silva Brothers Investment Inc.	5,123.00	1,548.00
APPLETON ST	192	Trs Haffner Realty Trust	12,251.00	5,615.00

<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
APPLETON ST	193	Black Coral Investment, Inc.	2,720.00	3,437.00
APPLETON ST	197	Trs The Mayfair Appleton Realt	9,622.00	14,223.00
APPLETON ST	204	James G. Malapan	2,735.00	0.00
APPLETON ST	205	John R. Finegan	8,889.00	5,197.00
APPLETON ST	217	Kenneth P. Harkins et al	6,125.00	4,413.00
APPLETON ST	220	Malapanis Realty Inc.	15,960.00	3,160.00
APPLETON ST	226	Trs 226 Appleton St. Real Esta	9,160.00	11,522.00
APPLETON ST	230	Domenick J. Sciacca	2,898.00	4,069.00
APPLETON ST	231	Paul H. Dunigan	1,803.00	2,936.00
APPLETON ST	233	Paul H. Dunigan	3,303.00	2,880.00
APPLETON ST	234	Domenick J. Sciacca	4,857.00	5,403.00
APPLETON ST	235	Arma Wankyemah	1,928.00	971.00
APPLETON ST	237	Domenick J. Sciacca	1,375.00	0.00
APPLETON ST	238	Four Sisters Owl Diner, Inc.	2,795.00	3,100.00
APPLETON ST	241	Domenick J. Sciacca	3,523.00	4,081.00
APPLETON ST	243	Marybeth Shanahan	3,964.00	2,908.00
APPLETON ST	244	Marybeth Shanahan	8,538.00	3,511.00
APPLETON ST	247	Trs 247 Realty Trust	5,505.00	5,155.00
APPLETON ST	251	Trs 251-253 Realty Trust	5,945.00	4,393.00
APPLETON ST	256	Trs Bennette North Realty Trus	5,821.00	0.00
APPLETON ST	263	EliasTripodis	16,539.00	2,860.00



<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
APPLETON ST	264	Trs Bennette North Realty Trus	8768.00	0.00
APPLETON ST	266	Trs 266 Realty Trust	4603.00	3,884.00
APPLETON ST	274	Durkins Commercial Installatio	10,655.00	0.00
APPLETON ST	282	Trs Durkins Realty Trust	19,649.00	0.00
APPLETON ST	287	Trs Durkin's Realty Trust	19,340.00	19,560.00
APPLETON ST	295	Geraldine E. Farrell	2,010.00	0.00
APPLETON ST	66	CITY OF LOWELL	17,484.00	0.00
APPLETON ST	90	Paul H. Dunigan	5,610.00	14,726.00
APPLETON ST	91	New England Telephone	17,900.00	41,580.00
CENTRAL ST	147	Saab Realty Corp.	19,136.00	34,920.00
CENTRAL ST	189	Trs 191 Realty Trs	5,000.00	9,960.00
CENTRAL ST 219 UNIT 1A		Alba N. Castillo	0.00	795.00
CENTRAL ST 219 UNIT 1B		Gerard G. Weis	0.00	815.00
CENTRAL ST 219 UNIT 1C		Jean Dumais et ux	0.00	529.00
CENTRAL ST 219 UNIT 1D		Barbara Cook	0.00	620.00
CENTRAL ST 219 UNIT 1E		Guy R. Lefebvre	0.00	700.00
CENTRAL ST 219 UNIT 1F		Barbara Cook	0.00	546.00
CENTRAL ST 219 UNIT 1G		Adnan M. Charara	0.00	542.00
CENTRAL ST 219 UNIT 2A		Carl R. Buxbaum	0.00	815.00
CENTRAL ST 219 UNIT 2B		David Aslanian	0.00	604.00
CENTRAL ST 219 UNIT 2C		Gary Chascin	0.00	880.00



<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
CENTRAL ST 219 UNIT 2D		Severine E. Wamala	0.00	67800
CENTRAL ST 219 UNIT 2E		Nancy L. Bosomworth	0.00	808.00
CENTRAL ST 219 UNIT 2F		Eileen Healey	0.00	927.00
CENTRAL ST 219 UNIT 3A		Ramzi N. Nasser	0.00	824.00
CENTRAL ST 219 UNIT 3B		Brian T. Anderson et ux	0.00	523.00
CENTRAL ST 219 UNIT 3C		William J. Shaw	0.00	673.00
CENTRAL ST 219 UNIT 3D		Thomas J. Hetherington	0.00	905.00
CENTRAL ST 219 UNIT 3E		Brian R. Maille	0.00	772.00
CENTRAL ST 219 UNIT 3F		Edwin P. Valis Jr.	0.00	875.00
CENTRAL ST 219 UNIT 4A		Ronald A. Lessard	0.00	1,298.00
CENTRAL ST 219 UNIT 4B		Trent E. Pepicelli	0.00	1,150.00
CENTRAL ST 219 UNIT 4C		Paul A. Zieile	0.00	898.00
CENTRAL ST 219 UNIT 4D		David M. Aslanian	0.00	907.00
CENTRAL ST 219 UNIT 4E		Richard O. Srsich	0.00	731.00
CENTRAL ST 219 UNIT 4F		Eileen M. Proia	0.00	962.00
CENTRAL ST 219 UNIT A		Gerard G. Weis	6,520.00	1,322.00
CENTRAL ST 219 UNIT B		Barbara Cook	0.00	1,886.00
CENTRAL ST	231	Trs Hebert Realty Trust	3,028.00	12,708.00
CENTRAL ST	241	Alice Kapala	4,920.00	11,088.00
CENTRAL ST	249	Diana G. Gould	1,928.00	4,550.00
CENTRAL ST	265	Mohammed M. Azam	4,371.00	1,774.00

<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
CENTRAL ST	289	Julia H. Shabouljian	915.00	2,503.00
CENTRAL ST	295	Trs Theohome Realty Trust	2,789.00	11,280.00
DAVIS ST	21	Salvation Army of Massachuset	2,407.00	0.00
ELLIOT ST	31	Elliot Lunch Co.	521.00	0.00
ELLIOT ST	37	Elliot Lunch Co.	4,721.00	1,886.00
ELLIOT ST	41	Edward P. Cunningham	388.00	0.00
FAVOR ST	20	CITY OF LOWELL	8,500.00	7,114.00
FAVOR ST	6	Mary B. McArdle	3,549.00	3,445.00
FAVOR ST	7	Eliot Presbyterian Church	2,875.00	7,636.00
GARNET ST	11	CITY OF LOWELL	1,122.00	0.00
GARNET ST	12	Richard C. Banfiels	2,010.00	3,997.00
GARNET ST	15	Domenick J. Sciacca	1,575.00	2,940.00
GARNET ST	4	CITY OF LOWELL	607.00	0.00
GARNET ST	5	Trs 5-11 Garnet Street Realty T	1,418.00	0.00
GARNET ST	8	LCA Realty Corp.	2,200.00	0.00
GORHAM ST	101	Trs The Helene M. Dunigan Trs	2,569.00	10,282.00
GORHAM ST	107	Trs The Helene M. Dunigan Trs	1,684.00	6,970.00
GORHAM ST	23	Washington Savings Bank	7,837.00	0.00
GORHAM ST	30	Trs 30-38 Gorham St. Universa	1,813.00	5,400.00
GORHAM ST	38	Trs 30-38 Gorham St. Universa	2,129.00	0.00
GORHAM ST	41	Lowell Restoration Inc.	19,533.00	20,957.00

<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
GORHAM ST	81	CITY OF LOWELL	3,260.00	0.00
GOWARD PL	7	Beatrice Tessier	1272.00	1,500.00
GOWARD PL	8	Nancy Manning	1,906.00	1,197.00
JACKSON ST	169	Trs Appleton Mills #5 Parking 1	2,574.00	0.00
JACKSON ST	171	Trs Appleton Mills #5 Parking 1	15,521.00	0.00
JACKSON ST	171.1	United States of America	15,912.00	0.00
JACKSON ST	19	Joan Fabrics Corporation	145,603.00	347,780.00
JACKSON ST	206	Trs Appleton Mills #5 Parking 1	31,977.00	134,006.00
JACKSON ST	221	Freudenberg Nonwovens Limit	74,786.00	48,036.00
JACKSON ST	221.1	Pellon Company Limited Partn	1,731.00	0.00
JACKSON ST	221.15	United States of America	69.00	0.00
JACKSON ST	221.16	United States of America	144.00	0.00
JACKSON ST	221.2	United States of America	27,000.00	0.00
JACKSON ST	221.3	United States of America	13,700.00	0.00
JACKSON ST	221.4	Freudenberg Nonwovens Ltd.	159,356.00	21,336.00
JACKSON ST	23	Boott Hydropower, Inc.	29,035.00	1,400.00
JACKSON ST	291.1	Pellon Company Limited Partn	19,905.00	70,083.00
JACKSON ST	300	Trs Appleton Mills #5 Parking I	50,848.00	185,936.00
JACKSON ST	307	Trs Appleton Trust	274,237.00	547,568.00
JACKSON ST	307.1	United States of America	11,946.00	0.00
JACKSON ST	31	Cambodian Mutual Assistance	37,407.00	96,232.00

<b>TREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
JACKSON ST	31.1	Dedham This End Up Inc.	28,965.00	94,220.00
JACKSON ST	31.2	Trs Oak Realty Trust	41,990.00	191,414.00
JACKSON ST	32	Frederic O'Brien	1,562.00	3,696.00
JACKSON ST	324	Trs Sheridan Park Realty Trust	13,400.00	125,214.00
JACKSON ST	351	Trs Appleton Mills #5 Parking T	88,000.00	0.00
JACKSON ST	360	McLaughlin Storage, Inc.	14,884.00	125,280.00
JACKSON ST	68	Dedham This End Up Inc.	9,944.00	0.00
JACKSON ST	82	Mass Electric Co.	7,743.00	336.0
KING ST	6	Roland Geoffroy Jr.	10,352.00	5,910.00
MARKET ST	246.1	BOOTT MILLS	48,586.00	14,040.00
MARKET ST	256.3	Trs Canal Place Trust II	18,763.00	63,000.00
MARKET ST	256.4	Trs Canal Place Trust II	8,048.00	0.00
MIDDLESEX ST	1	Hubert F. Martyn	1,285.00	2,517.00
MIDDLESEX ST	101	New England Telephone	38,231.00	0.00
MIDDLESEX ST	102	C. Emmett Byrne Sr.	12,015.00	6,539.00
MIDDLESEX ST	115	Cambodian Mutual Assistance	37,699.00	0.00
MIDDLESEX ST	138	Angelo Canto	4,896.00	6,411.00
MIDDLESEX ST	150	Paul H. Dunigan	5,886.00	8,712.00
MIDDLESEX ST	155	Victor M. Santana	3,375.00	14,575.00
MIDDLESEX ST	160	CITY OF LOWELL	3,900.00	7,395.00
MIDDLESEX ST	163	Trs Appleton Trust	2,456.00	0.00

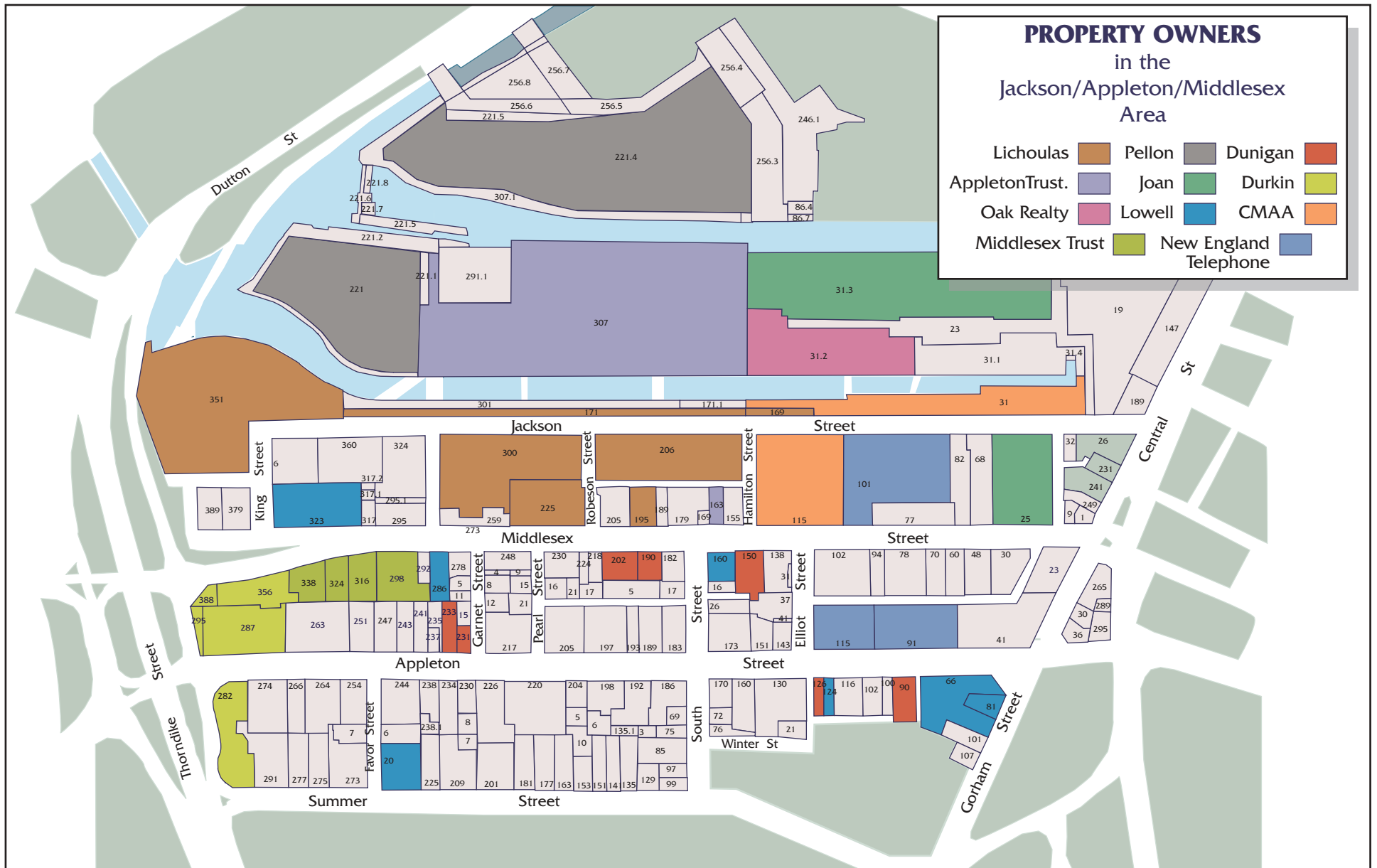
<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
MIDDLESEX ST	169	Thomas Byrne	800.00	0.00
MIDDLESEX ST	179	C. Emmett Byrne	6,547.00	0.00
MIDDLESEX ST	182	Andrew J. Dow	3,065.00	1,637.00
MIDDLESEX ST	189	Trs 189-191 Middlesex St. Real	2,083.00	3,816.00
MIDDLESEX ST	190	Paul H. Dunigan	3,290.00	12,623.00
MIDDLESEX ST	193	201 Middlesex St. Transitional	4920.00	29,520.00
MIDDLESEX ST	202	Paul H. Dunigan	4,858.00	17,531.00
MIDDLESEX ST	205	TRS Middlesex Realty Trust	5,559.00	15,990.00
MIDDLESEX ST	218	CITY OF LOWELL	2,038.00	2,800.00
MIDDLESEX ST	224	CITY OF LOWELL	1,330.00	1,330.00
MIDDLESEX ST	225	Trs Appleton Mills #5 Parking T	6,825.00	0.00
MIDDLESEX ST	230	Trs Atrium Realty Trust	4,239.00	0.00
MIDDLESEX ST	248	Mary K. Spanos	3,911.00	11,807.00
MIDDLESEX ST	25	Joan Fabrics Corporation	26,131.00	0.00
MIDDLESEX ST	259	Trs Sheridan Realty Trust	4,740.00	5,206.00
MIDDLESEX ST	278	Trs 5-11 Garnet St. Realty Trus	2,340.00	0.00
MIDDLESEX ST	286	CITY OF LOWELL	4,578.00	0.00
MIDDLESEX ST	292	Trs 286-292 Middlesex St. Real	1,716.00	0.00
MIDDLESEX ST	295	Trs Athenaeum Realty Trust	5,500.00	6,463.00
MIDDLESEX ST	295.1	Trs Sheridan Realty Trust	1,100.00	0.00
MIDDLESEX ST	298	Trs 298-338 Middlesex St. Real	11,102.00	0.00

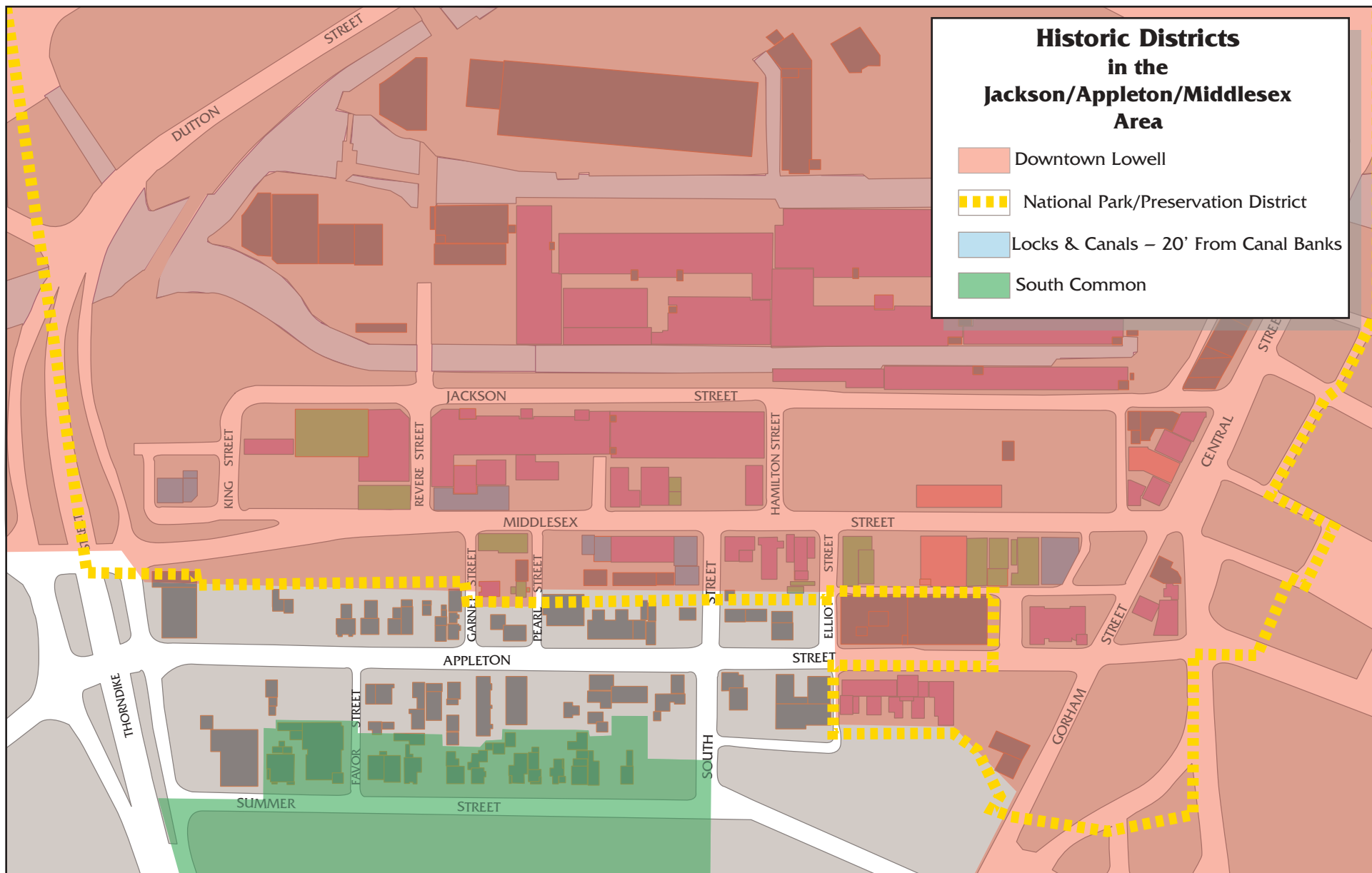
<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
MIDDLESEX ST	30	Washington Savings Bank	6,978.00	7,088.00
MIDDLESEX ST	316	Trs 298-338 Middlesex St. Real	6,230.00	0.00
MIDDLESEX ST	317	Trs Athenaeum Realty Trust	1,614.00	0.00
MIDDLESEX ST	317.1	Trs Athenaeum Realty Trust	787.00	0.00
MIDDLESEX ST	317.2	TRS ATHENAEUM REALTY T	435.60	0.00
MIDDLESEX ST	323	CITY OF LOWELL	19,302.00	0.00
MIDDLESEX ST	324	Trs 298-338 Middlesex St. Real	4,880.00	0.00
MIDDLESEX ST	338	Trs 298-338 Middlesex St. Real	6,864.00	0.00
MIDDLESEX ST	356	Trs Durkin's Realty Trust	12,738.00	0.00
MIDDLESEX ST	379	Richard A. Hardy	5,813.00	1,344.00
MIDDLESEX ST	388	Trs Durkin's Realty Trust	1,875.00	0.00
MIDDLESEX ST	389	Richard A. Hardy	4,882.00	4,784.00
MIDDLESEX ST	48	Samuel Garnick	5,768.00	20,825.00
MIDDLESEX ST	60	Cambodian American League	4,000.00	11,800.00
MIDDLESEX ST	65	Trs Barneys Realty Trust	8,606.00	13,736.00
MIDDLESEX ST	70	Electrical Distributers, Inc.	4,400.00	5,500.00
MIDDLESEX ST	78	Lowell Fitness Real Estate, Inc.	12,000.00	33,263.00
MIDDLESEX ST	9	Charles J. Zaroulis	1,414.00	4,927.00
PEARL ST	15	Wilson Martinez	1,800.00	2,865.00
PEARL ST	16	CITY OF LOWELL	2,254.00	0.00
PEARL ST	21	Ronie C. Hutchinson	2,200.00	1,544.00

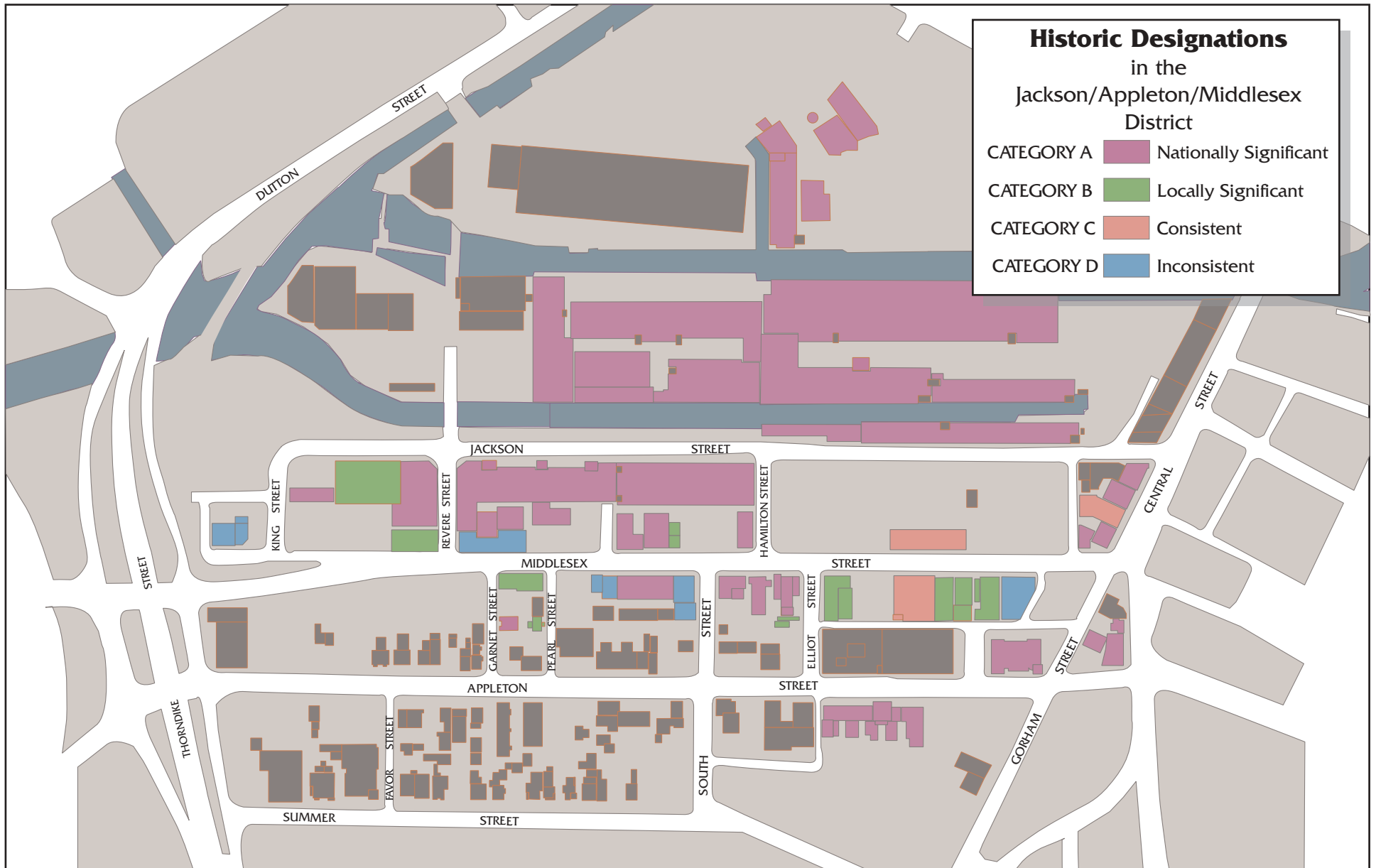


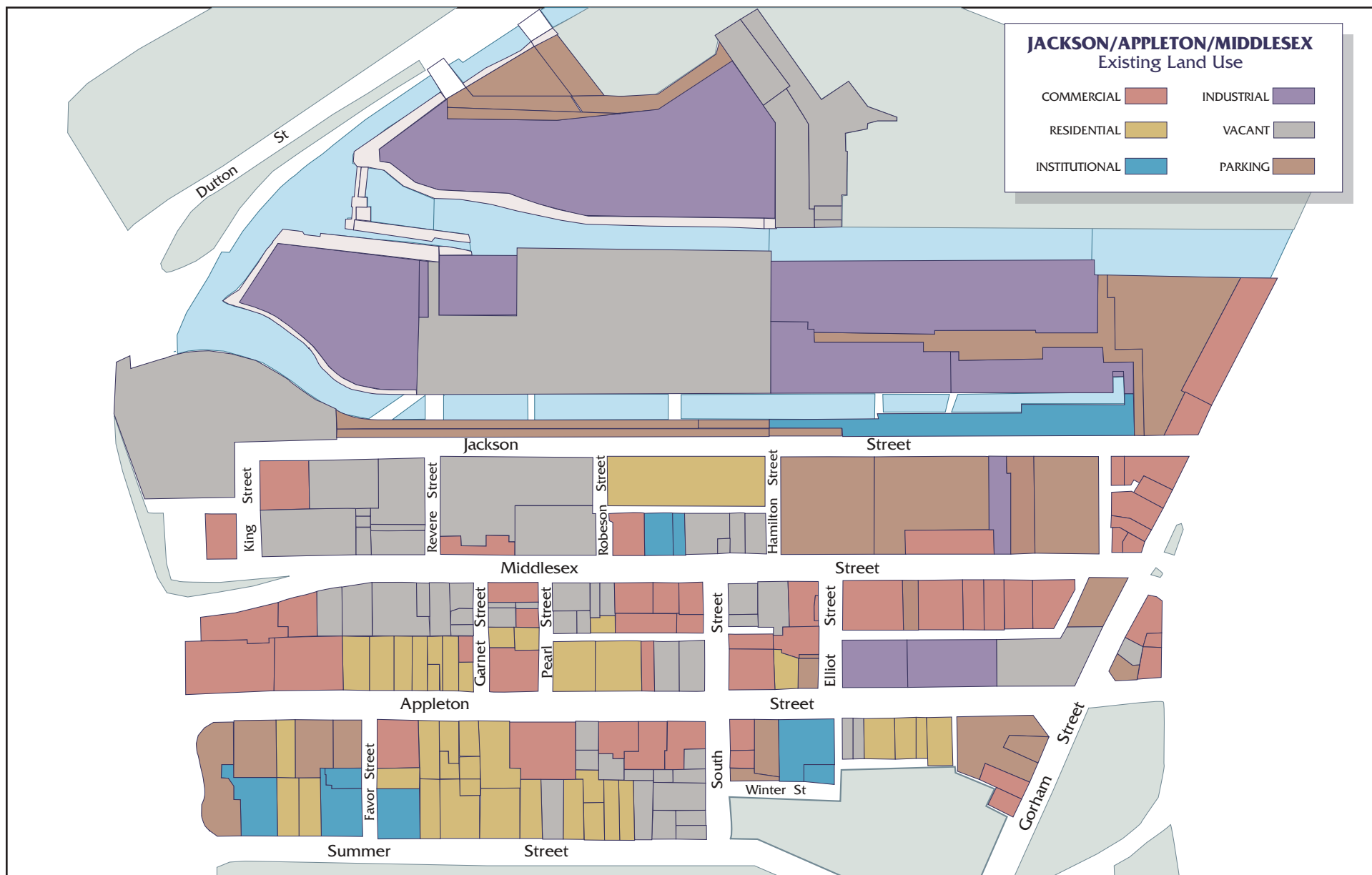
<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
PEARL ST	9	CITY OF LOWELL	536.00	0.00
SOUTH ST	16	Elliot Lunch Co.	1,440.00	0.00
SOUTH ST	17	Andrew J. Dow	2,085.00	1,968.00
SOUTH ST	26	Elliot Lunch Co.	2,725.00	714.00
SOUTH ST	69	TRS FOURNIER REALTY TRU	1,742.40	0.00
SOUTH ST	72	Robert H. Leighton Jr.	1,850.00	0.00
SOUTH ST	75	Trs Haffner Realty Trust	1,881.00	0.00
SOUTH ST	76	Robert H. Leighton Jr.	1,559.00	0.00
SOUTH ST	85	Trs Fournier Realty Trust	5,942.00	0.00
SOUTH ST	97	Trs Fournier Realty Trust	1,968.00	0.00
SOUTH ST	99	Trs Fournier Realty Trust	1,722.00	0.00
SPRING ST	17	Trs Hornberg Realty Trust	1,736.00	5,110.00
SPRING ST	21	Trs Hornberg Realty Trust	1,228.00	1,215.00
SPRING ST	5	Andrew J. Dow	5,164.00	2,160.00
SUMMER ST	129	Trs Fournier Realty Trust	2,730.00	0.00
SUMMER ST	135	Trs 135 Realty Trust	4,533.00	5,499.00
SUMMER ST	135.1	Ody P. Brouillette	1,248.00	0.00
SUMMER ST	141	Marshall O. Trubey	3,626.00	0.00
SUMMER ST	151	Manuel Espinola	3,626.00	3,774.00
SUMMER ST	153	Alziro C. Picanso	3,000.00	6,434.00
SUMMER ST	163	Phoumasay Sihanourath et ux	5,197.00	5,090.00

<b>STREET</b>	<b>LOT #</b>	<b>OWNER</b>	<b>Land Area</b>	<b>Building Area</b>
SUMMER ST	177	Phaly Chuon	5,198.00	6,778.00
SUMMER ST	181	Marcos De Jesus II	5,560.00	4,306.00
SUMMER ST	201	Victor Santana	8,240.00	6,496.00
SUMMER ST	209	Kevin P. Bennett	8,452.00	5,743.00
SUMMER ST	225	Habitat for Humanity of Greater	4,835.00	8,707.00
SUMMER ST	273	Etiot Presbyterian Church	9,180.00	25,956.00
SUMMER ST	275	Edward P. Cunningham	5,319.00	5,921.00
SUMMER ST	277	Edward P. Cunningham	5,440.00	6,045.00
SUMMER ST	291	Commonwealth of Massachuse	10,305.00	10,430.00
SUMMER ST CT	3	Trs Haffner Realty Trust	1,018.00	0.00

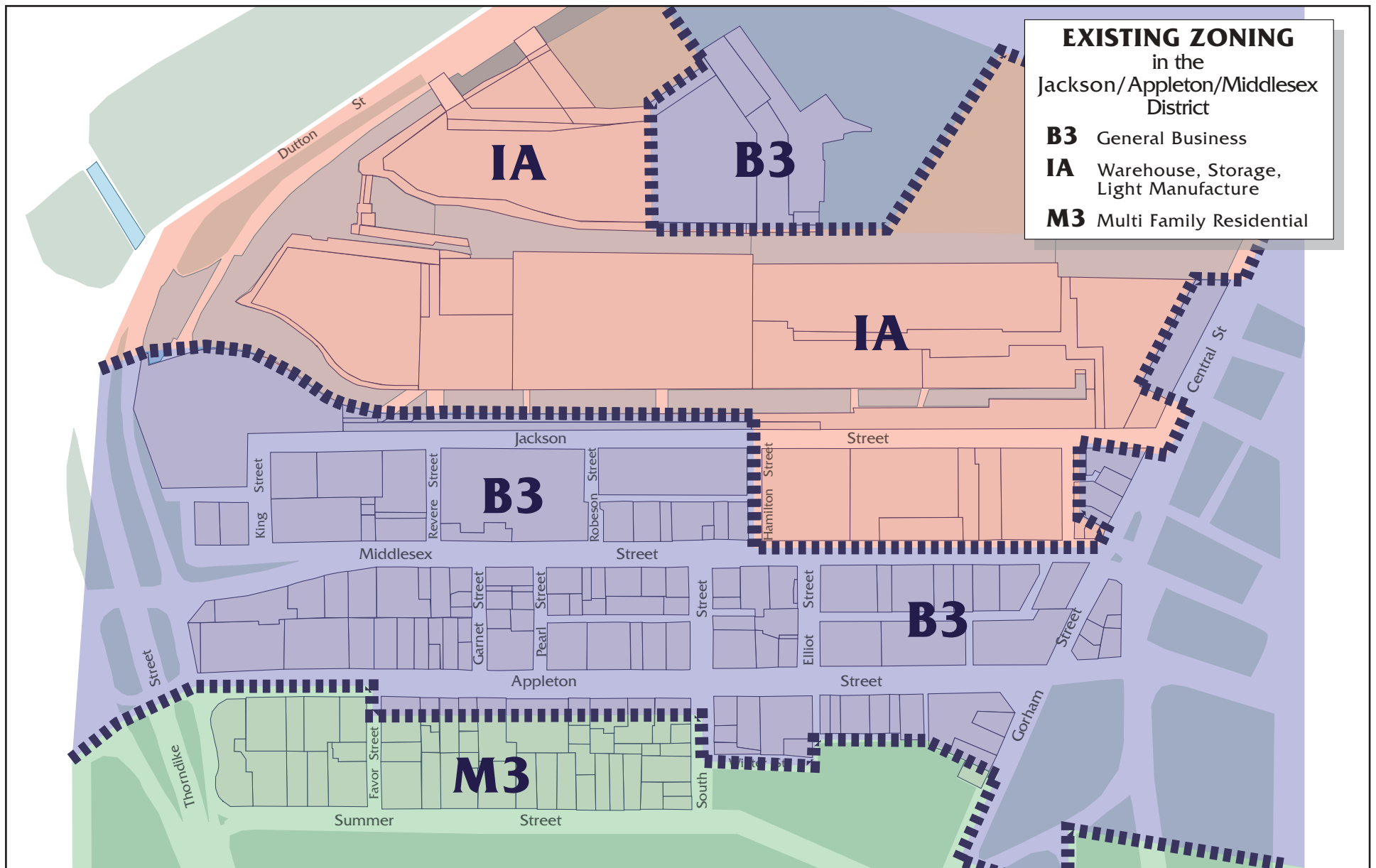


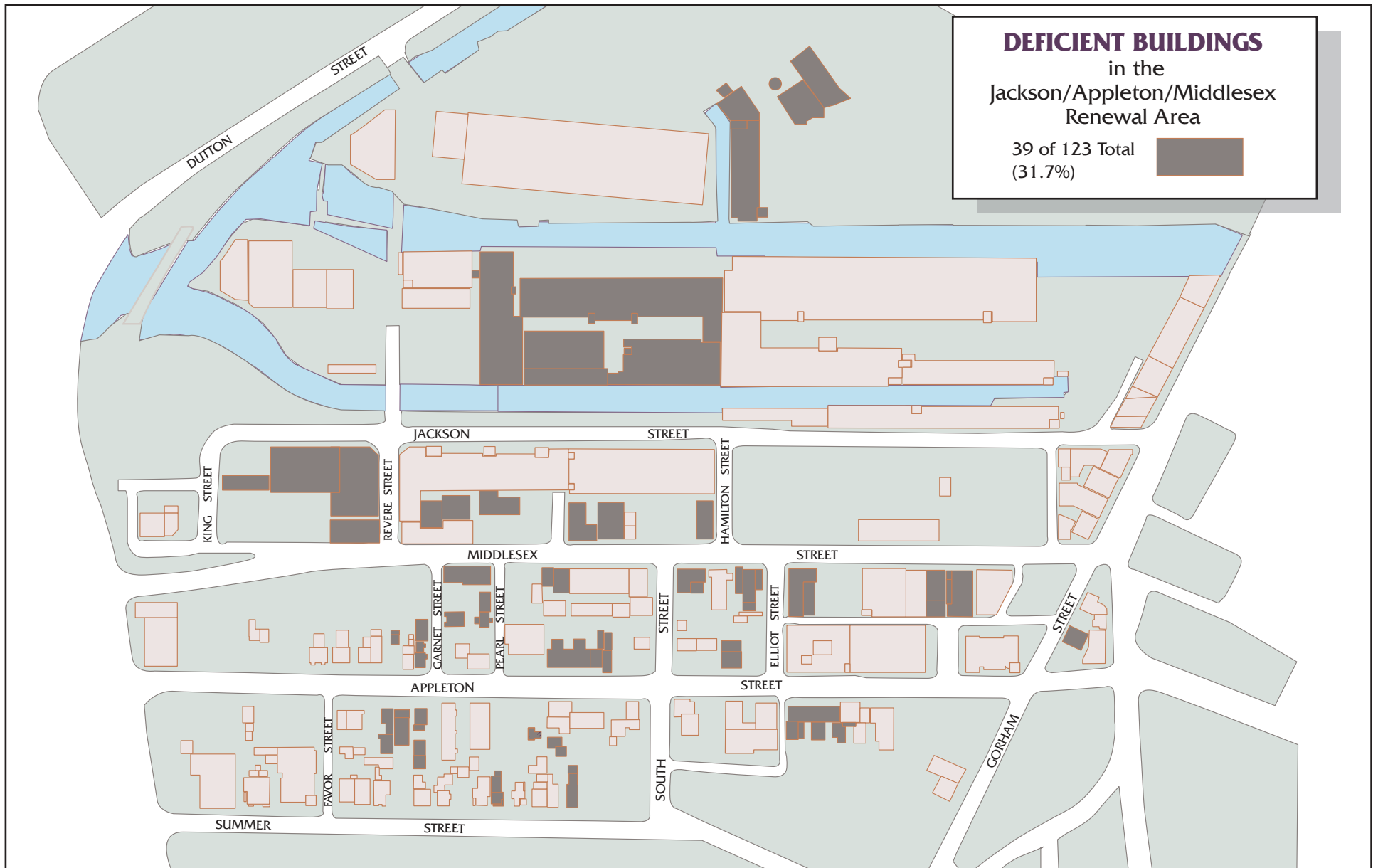








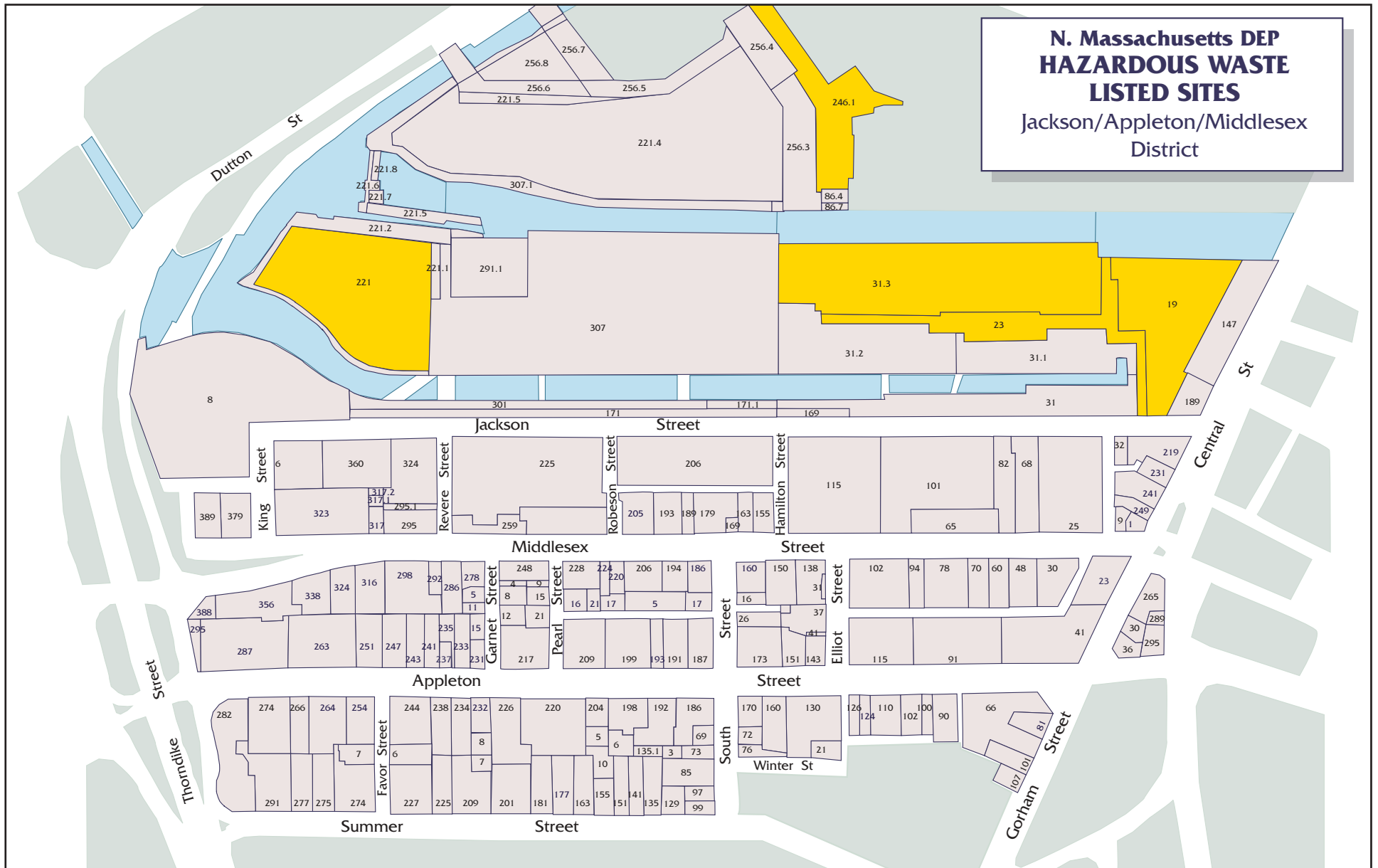


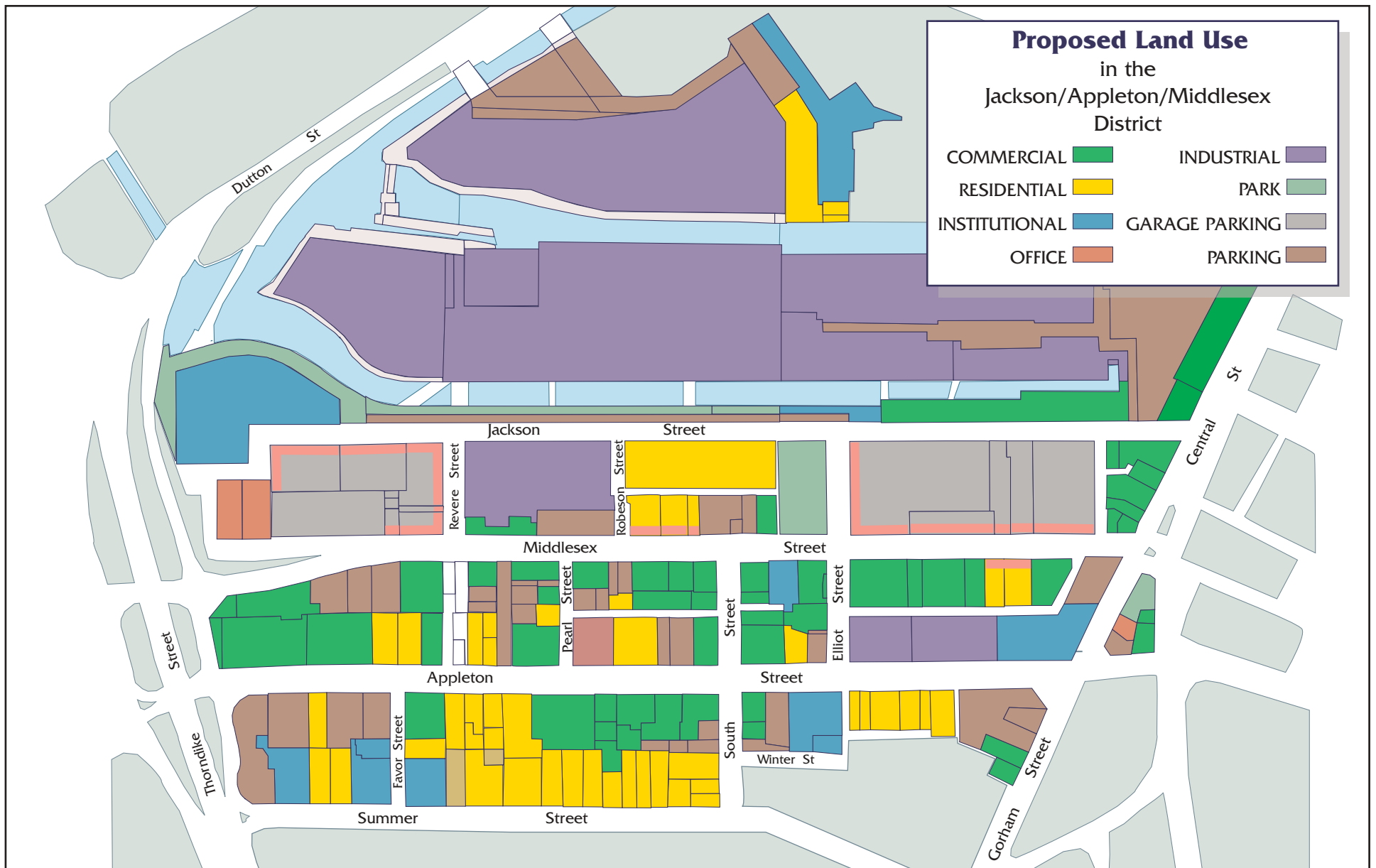


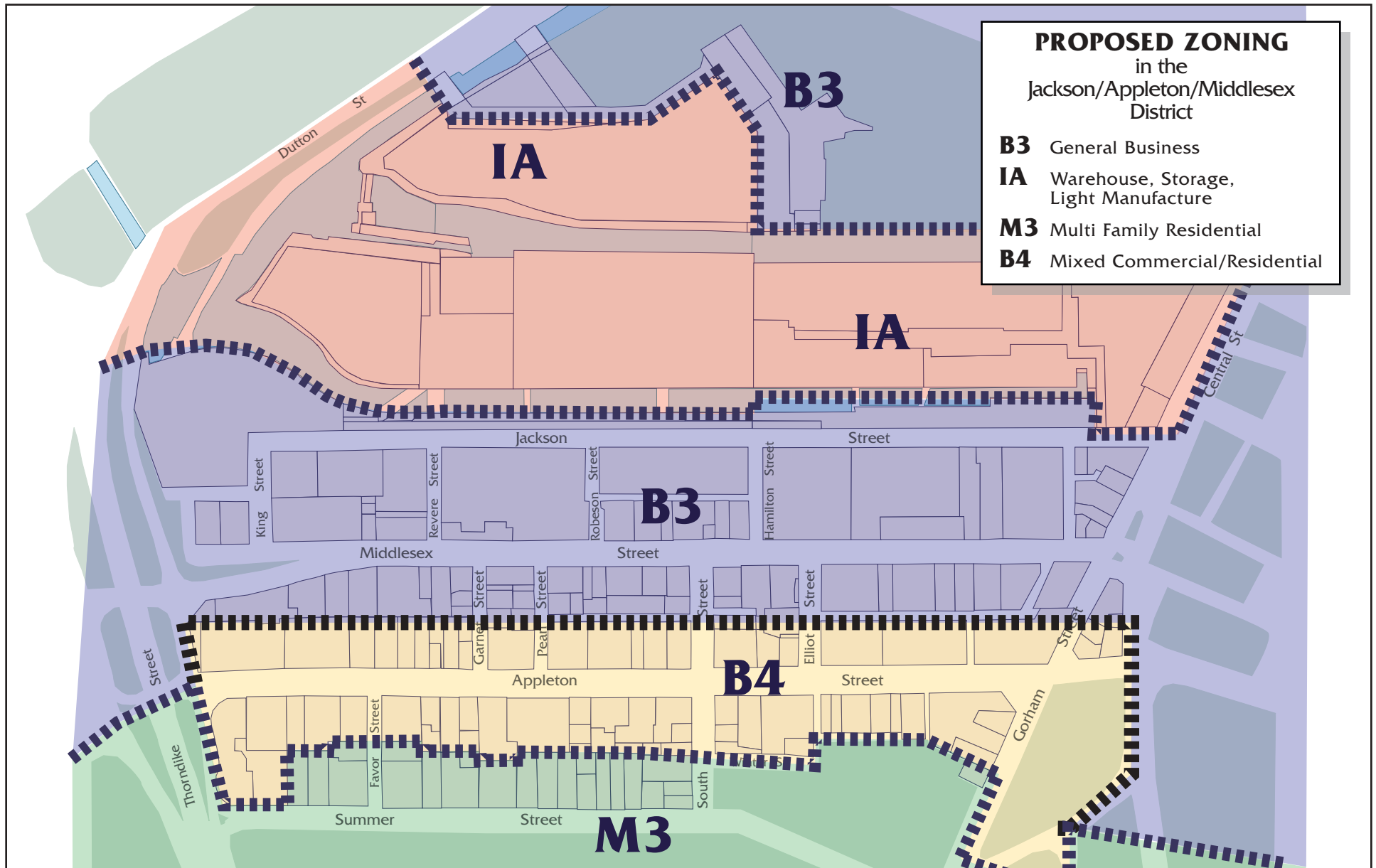


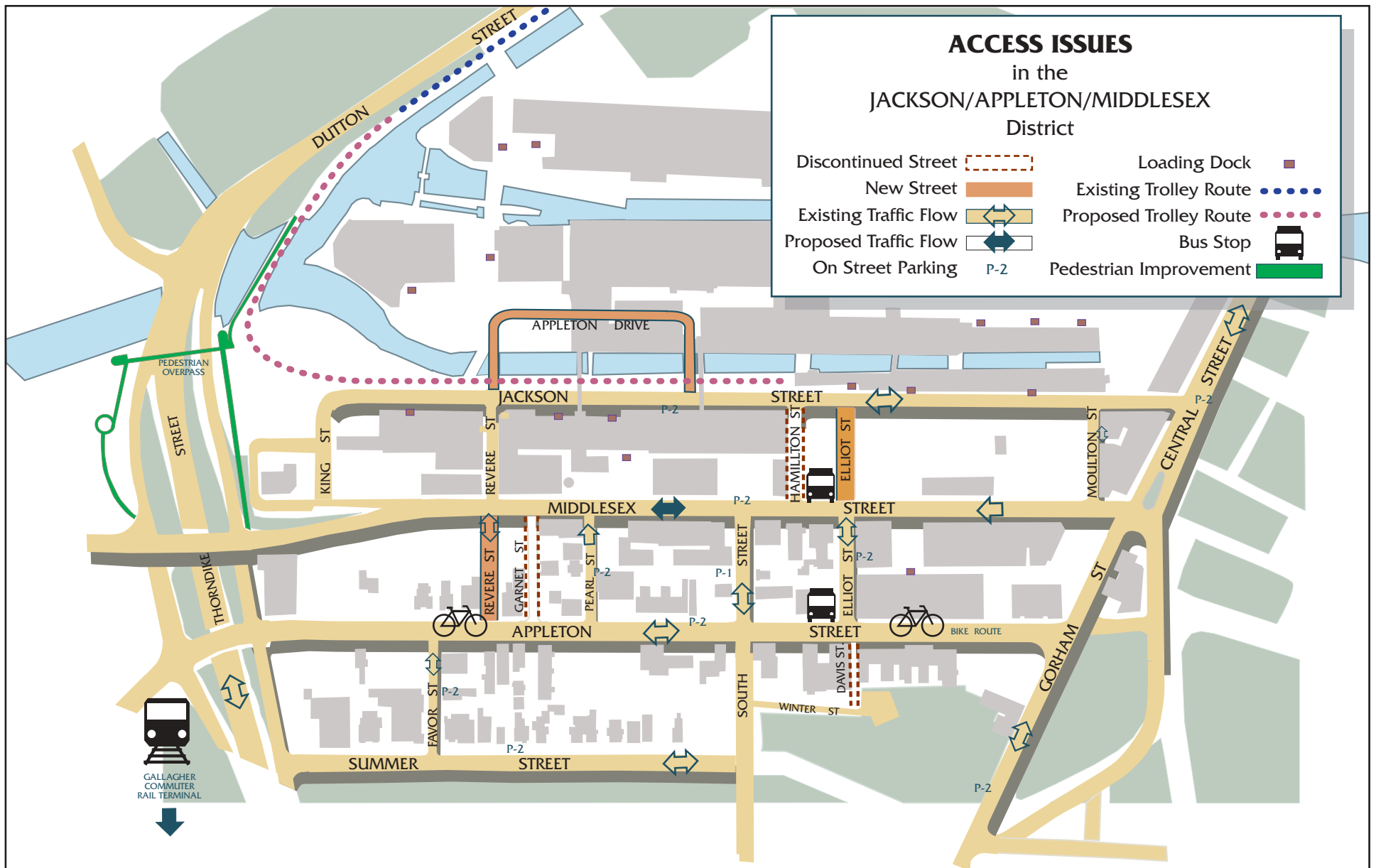
## Tax Title and Foreclosed Properties

**Figure:  
M-11**







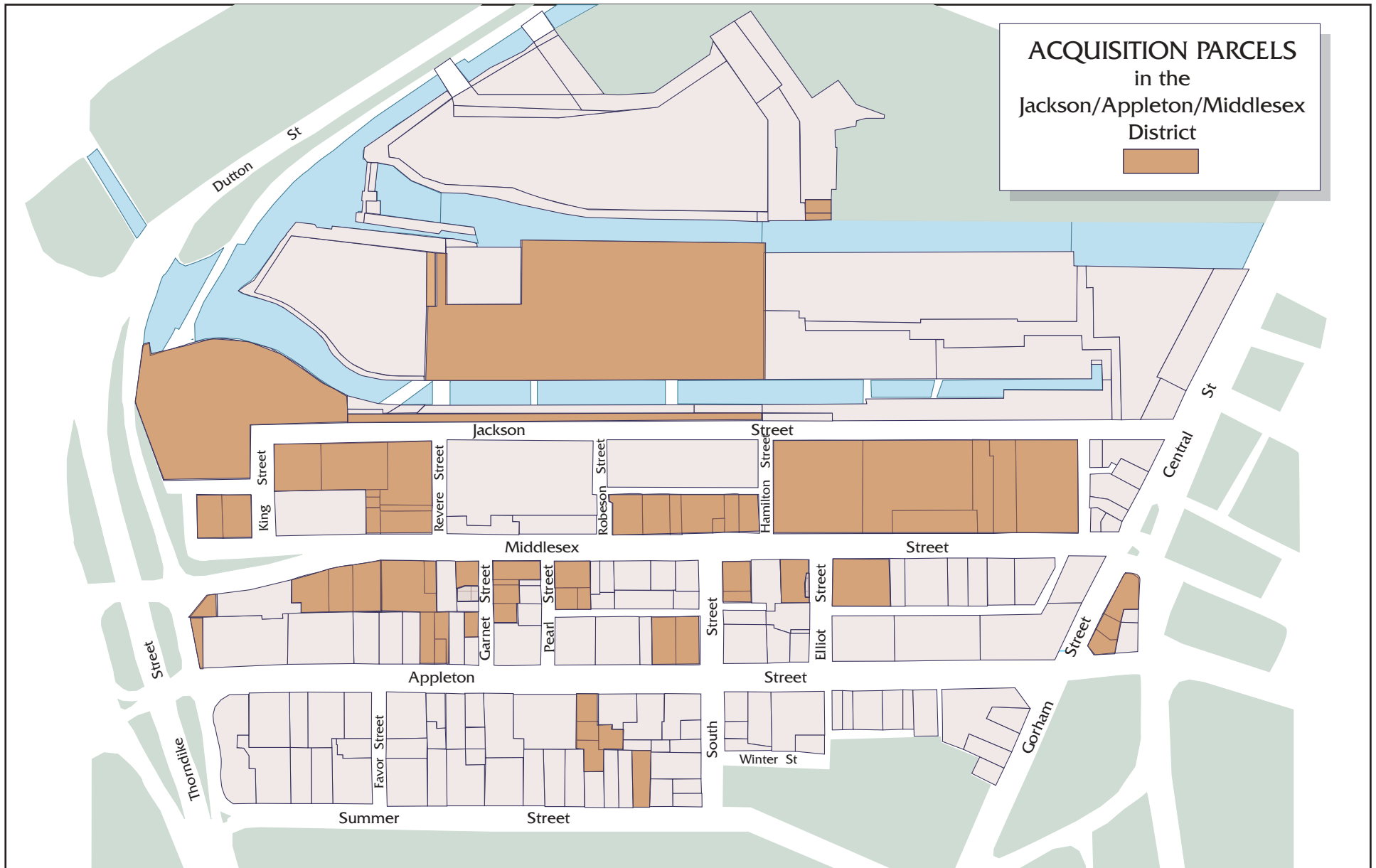




## Existing Parking

**Figure:**  
**M-16**





## Acquisition Parcels

<b>STREET</b>	<b>LOT #</b>	<b>Sq. Ft. ALL FLOORS</b>	<b>OWNER</b>	<b>ASSESSED VALUE</b>	<b>Land Use</b>	<b>Land Sq Ft</b>
APPLETON PL	10	0.00	Robert Rubino	\$9,400.00	Developable Land	2,775.00
APPLETON PL	5	1,617.00	Costas G. Malapanis	\$39,800.00	Vacant	1,800.00
APPLETON PL	6	1,597.00	Trs Byrne Realty Trust	\$49,700.00	Residential	2,605.00
APPLETON ST	183	1,010.00	Silva Brothers Investme	\$71,300.00	Vacant	5,077.00
APPLETON ST	189	1,548.00	Silva Brothers Investme	\$79,600.00	Commercial	5,123.00
APPLETON ST	204	0.00	James G. Malapan	\$26,600.00	Developable Land	2,735.00
APPLETON ST	230	4,069.00	Domenick J. Sciacca	\$71,500.00	Mixed (C & R)	2,898.00
APPLETON ST	234	5,403.00	Domenick J. Sciacca	\$156,600.00	Mixed (C & R)	4,857.00
APPLETON ST	235	971.00	Arma Wankyemah	\$54,600.00	Residential	1,928.00
APPLETON ST	237	0.00	Domenick J. Sciacca	\$15,200.00	Developable Land	1,375.00
APPLETON ST	241	4,081.00	Domenick J. Sciacca	\$108,500.00	Residential	3,523.00
APPLETON ST	295	0.00	Geraldine E. Farrell	\$6,400.00	Developable Land	2,010.00
CENTRAL ST	265	1,774.00	Mohammed M. Azam	\$129,500.00	Commercial	4,371.00
ELLIOT ST	31	0.00	Elliot Lunch Co.	\$2,300.00	Developable Land	521.00
GARNET ST	12	3,997.00	Richard C. Banfels	\$81,500.00	Residential	2,010.00
GARNET ST	15	2,940.00	Domenick J. Sciacca	\$96,700.00	Mixed Use (I & R)	1,575.00
GARNET ST	5	0.00	Trs 5-11 Garnet Street	\$30,900.00	Developable Land	1,418.00
GARNET ST	8	0.00	LCA Realty Corp.	\$18,300.00	Developable Land	2,200.00

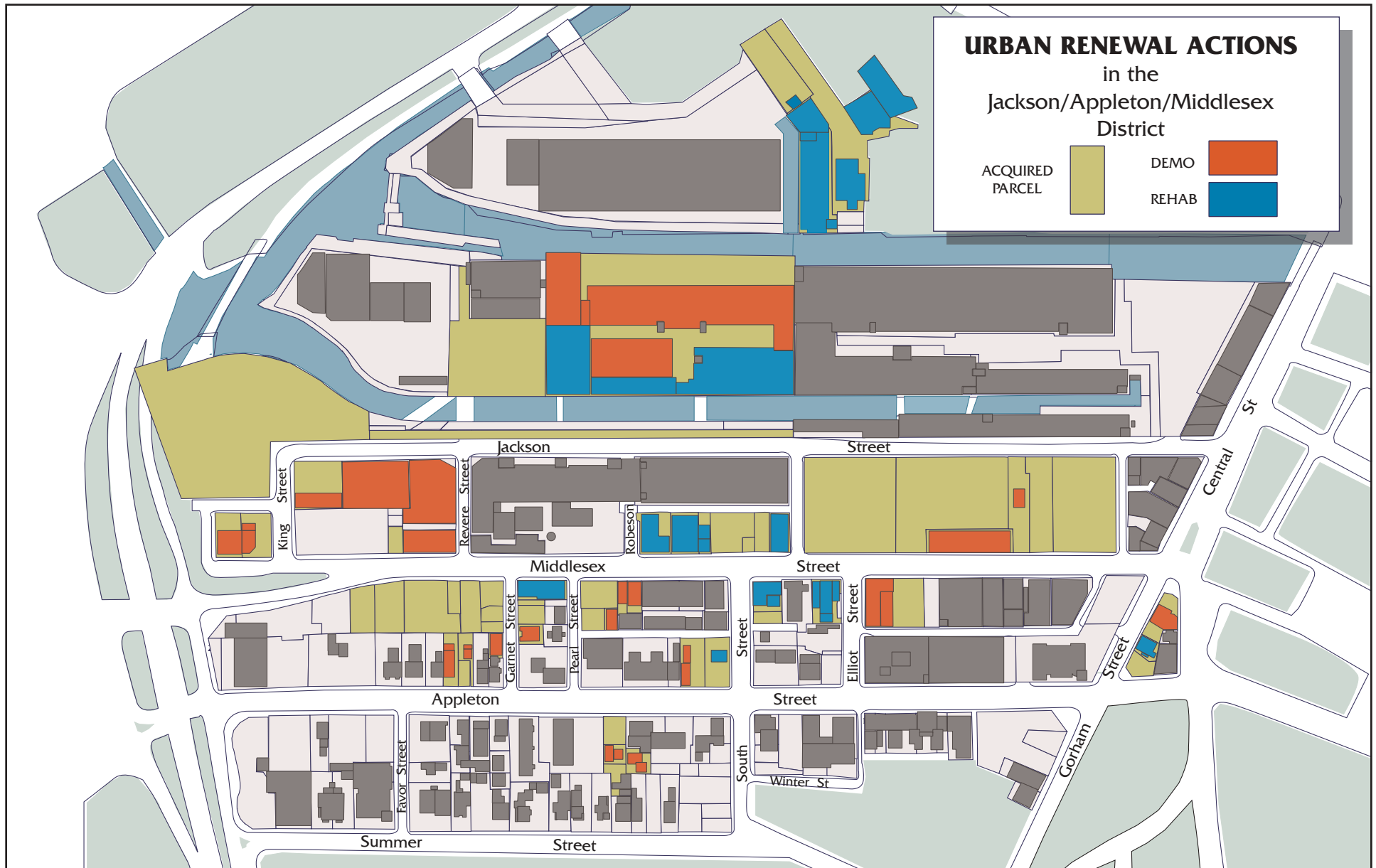
<b>STREET</b>	<b>LOT #</b>	<b>Sq.Ft. ALL FLOORS</b>	<b>OWNER</b>	<b>ASSESSED VALUE</b>	<b>Land Use</b>	<b>Land Sq. Ft.</b>
GORHAM SI	30	5,400.00	Trs 30-38 Gorham St. U	\$159,800.00	Mixed (C & R)	1,813.00
GORHAM ST	38	0.00	Trs 30-38 Gorham St. U	\$34,800.00	Parking Lot	2,129.00
GOWARDPL	7	1,500.00	Beatrice Tessier	\$51,200.00	Vacant	1,272.00
GOWARD PL	8	1,197.00	Nancy Manning	\$46,000.00	Residential	1,906.00
JACKSON ST	169	0.00	Trs Appleton Mills #5 P	\$2,700.00	Developable Land	2,574.00
JACKSON ST	171	0.00	Trs Appleton Mills #5 P	\$32,100.00	Parking Lot	15,521.00
JACKSON ST	221.1	0.00	Pellon Company Limite	\$5,000.00	Parking Lot	1,731.00
JACKSON ST	307	547,568.00	Trs Appleton Trust	\$511,700.00	Vacant	274,237.00
JACKSON ST	324	125,214.00	Trs Sheridan Park Realt	\$148,400.00	Industrial	13,400.00
JACKSON SI	351	0.00	Trs Appleton Mills #5 P	\$176,000.00	Developable Land	88,000.00
JACKSON ST	360	125,280.00	McLaughlin Storage, In	\$491,700.00	Industrial	14,884.00
JACKSON SI	68	0.00	Dedham This End Up In	\$53,200.00	Parking Lot	9,944.00
JACKSON ST	82	336.00	Mass Electric Co.	\$52,700.00	Industrial	7,743.00
KING ST	6	5,910.00	Roland Geoffroy Jr.	\$118,900.00	Commercial	10,352.00
MARKETSI	246.1	14,040.00	BOOTT MILLS	\$122,900.00	Vacant	48,586.00
MARKET ST	256.3	63,000.00	Trs Canal Place Trust II	\$500,400.00	Vacant	18,763.00
MARKET ST	256.4	0.00	Trs Canal Place Trust II	\$14,300.00	Developable Land	8,048.00
MIDDLESEX ST	101	0.00	New England Telephon	\$221,200.00	Parking Lot	38,231.00
MIDDLESEX ST	102	6,539.00	C. Emmett Byrne Sr.	\$173,500.00	Commercial	12,015.00
MIDDLESEX 51	115	0.00	Cambodian Mutual Assi	\$205,200.00	Parking Lot	37,699.00

<b>STREET</b>	<b>LOT #</b>	<b>Sq. Ft. ALL FLOORS</b>	<b>OWNER</b>	<b>ASSESSED VALUE</b>	<b>Land Use</b>	<b>Land Sq. Ft.</b>
MIDDLESEX ST	138	6,411.00	Angelo Canto	\$161,200.00	Commercial	4,896.00
MIDDLESEX ST	155	14,575.00	Victor M. Santana	\$183,700.00	Mixed (C & R)	3,375.00
MIDDLESEX ST	163	0.00	Trs Appleton Trust	\$33,200.00	Developable Land	2,456.00
MIDDLESEX ST	169	0.00	Thomas Byrne	\$4,700.00	Developable Land	800.00
MIDDLESEX ST	179	0.00	C. Emmett Byrne	\$33,700.00	Developable Land	6,547.00
MIDDLESEX ST	189	3,816.00	Trs 189-191 Middlesex	\$55,900.00	Residential	2,083.00
MIDDLESEX ST	193	29,520.00	201 Middlesex St. Trans	\$152,800.00	Public/Institutional	4,920.00
MIDDLESEX ST	205	15,990.00	TRS Middlesex Realty	\$209,200.00	Mixed (C & R)	5,559.00
MIDDLESEX ST	230	0.00	Trs Atrium Realty Trust	\$29,900.00	Developable Land	4,239.00
MIDDLESEX ST	248	11,807.00	Mary K. Spanos	\$259,100.00	Mixed (C & R)	3,911.00
MIDDLESEX ST	25	0.00	Joan Fabrics Corporatio	\$84,400.00	Parking Lot	26,131.00
MIDDLESEX ST	278	0.00	Trs 5-1 1 Garnet St. Real	\$26,300.00	Developable Land	2,340.00
MIDDLESEX ST	292	0.00	Trs 286-292 Middlesex	\$25,300.00	Developable Land	1,716.00
MIDDLESEX ST	295	6,463.00	Trs Athenaeum Realty	\$179,200.00	Commercial	5,500.00
MIDDLESEX ST	295.1	0.00	Trs Sheridan Realty Tru	\$4,800.00	Developable Land	1,100.00
MIDDLESEX ST	298	0.00	Trs 298-338 Middlesex	\$31,200.00	Developable Land	11,102.00
MIDDLESEX ST	316	0.00	Trs 298-338 Middlesex	\$16,600.00	Developable Land	6,230.00
MIDDLESEX ST	317	0.00	Trs Athenaeum Realty	\$16,300.00	Developable Land	1,614.00
MIDDLESEX ST	317.1	0.00	Trs Athenaeum Realty	\$7,100.00	Developable Land	787.00
MIDDLESEX ST	317.2	0.00	TRS ATHENAEUM R	\$4,600.00	Developable Land	435.60

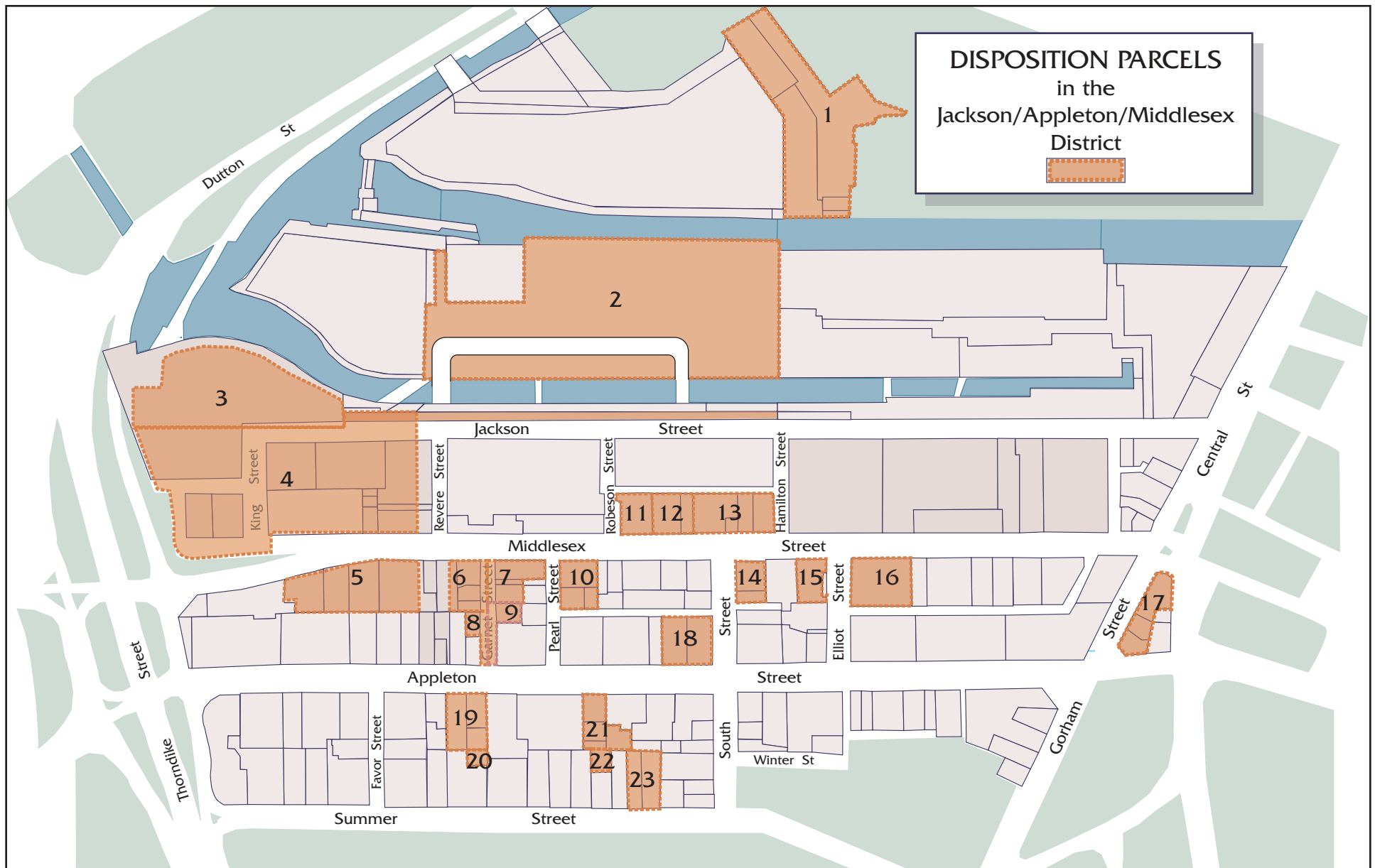
<b>STREET</b>	<b>LOT #</b>	<b>Sq. Ft. ALL FLOORS</b>	<b>OWNER</b>	<b>ASSESSED VALUE</b>	<b>Land Use</b>	<b>Land Sq. Ft.</b>
MIDDLESEX ST	324	0.00	Trs 298-338 Middlesex	\$13,900.00	Developable Land	4,880.00
MIDDLESEX ST	338	0.00	Trs 298-338 Middlesex	\$18,800.00	Developable Land	6,864.00
MIDDLESEX ST	379	1,344.00	Richard A. Hardy	\$62,400.00	Vacant	5,813.00
MIDDLESEX ST	388	0.00	Trs Durkin's Realty Tru	\$10,000.00	Developable Land	1,875.00
MIDDLESEX ST	389	4,784.00	Richard A. Hardy	\$143,600.00	Commercial	4,882.00
MIDDLESEX ST	65	13,736.00	Trs Barney's Realty Tru	\$230,400.00	Commercial	8,606.00
SPRING ST	21	1,215.00	Trs Hornberg Realty Tr	\$60,000.00	Industrial	1,228.00
SUMMER ST	135	5,499.00	Trs 135 Realty Trust	\$96,700.00	Vacant	4,533.00
SUMMER ST	141	0.00	Marshall Q. Trubey	\$5,400.00	Developable Land	3,626.00

## Current Occupants of Acquisition Parcels (updated 3/7/00)

STREET	LOT #	Residents (Units)	Business	Land Use	Land Sq. Ft.
APPLETON PI	6	2		Residential	2,605.00
APPLETON ST	230	6	American Auto Seat Cover	Mixed (C & R)	2,898.00
APPLETON ST	234	8	American Auto Seat Cover	Mixed (C & R)	4,857.00
APPLETON ST	235	6		Residential.	1,928.00`
APPLETON ST	241	6		Residential	3,523.00
CENTRAL ST	265		Greate Taste Chinese Food; Marilyn's Hair Salon	Commercial	4,371.0
GARNET ST	12	6		Residential	2,0i0.00
GARNET ST	15		Freddy's Auto Repair	Mixed (I & R)	1,575.00
GORHAM ST	30		'Steve's Tailor Shop; Marathon Shoe Repair	Mixed (C & R)	1,813.00
GOWARD PL	8			Residential	1,906 00
JACKSON ST	324		Louis Saab	Industrial	13,400.00
JACKSON ST	360		McLaughlin Transportation Systems	Industrial	14,884.00
JACKSON ST	82		Electrical sub-station	Industrial	7,743 00
KING ST	6		Geoffroy's Autobody and Sales	Commercial	10,352.00
MIDDLESEX ST	102		Allied Cash Registers, Iglesias Pentecostal 2 <sup>nd</sup> Getzemani Defenders	Commercial	12,015.00
MIDDLESEX ST	138		United Shoe repair/Leather & Findings Co.	Commercial	4,896.00
MIDDLESEX ST	155		Garcia Uphosterin Co.; Oslan Refinishing	Mixed (C & R)	3,375 00
MIDDLESEX ST	189	N/A	MiddlesexShelter	Residential	2,083.00
MIDDLESEX ST	193	N/A	Middlesex Shelter	Public/Institutional	4,920.00
MIDDLESEX ST	205		Butch's Bar	Mixed (C & R)	5,559.00
MIDDLESEX ST	248	25	Shanghai Fabric Dressing, MK Realty, Jesus Is The Answer Church	Mixed(C & R)	3,911.00
MIDDLESEX ST	295		Priced for Times Fumiture	'Commercial	5,500.00
MIDDLESEX ST	379		Sun Electric Consultants Inc./Sun Electric Motor Services	Vacant	5,813.00
MIDDLESEX ST	389		Sun Electric Consultants Inc./Sun Electric Motor Services	Commercial	4,882.00
MIDDLESEX ST	65		Casablanca Furniture, Produtos Brasileirod, Eileen Daigneault Ins., Angies Tailor Shop	Commercial	8,606.00







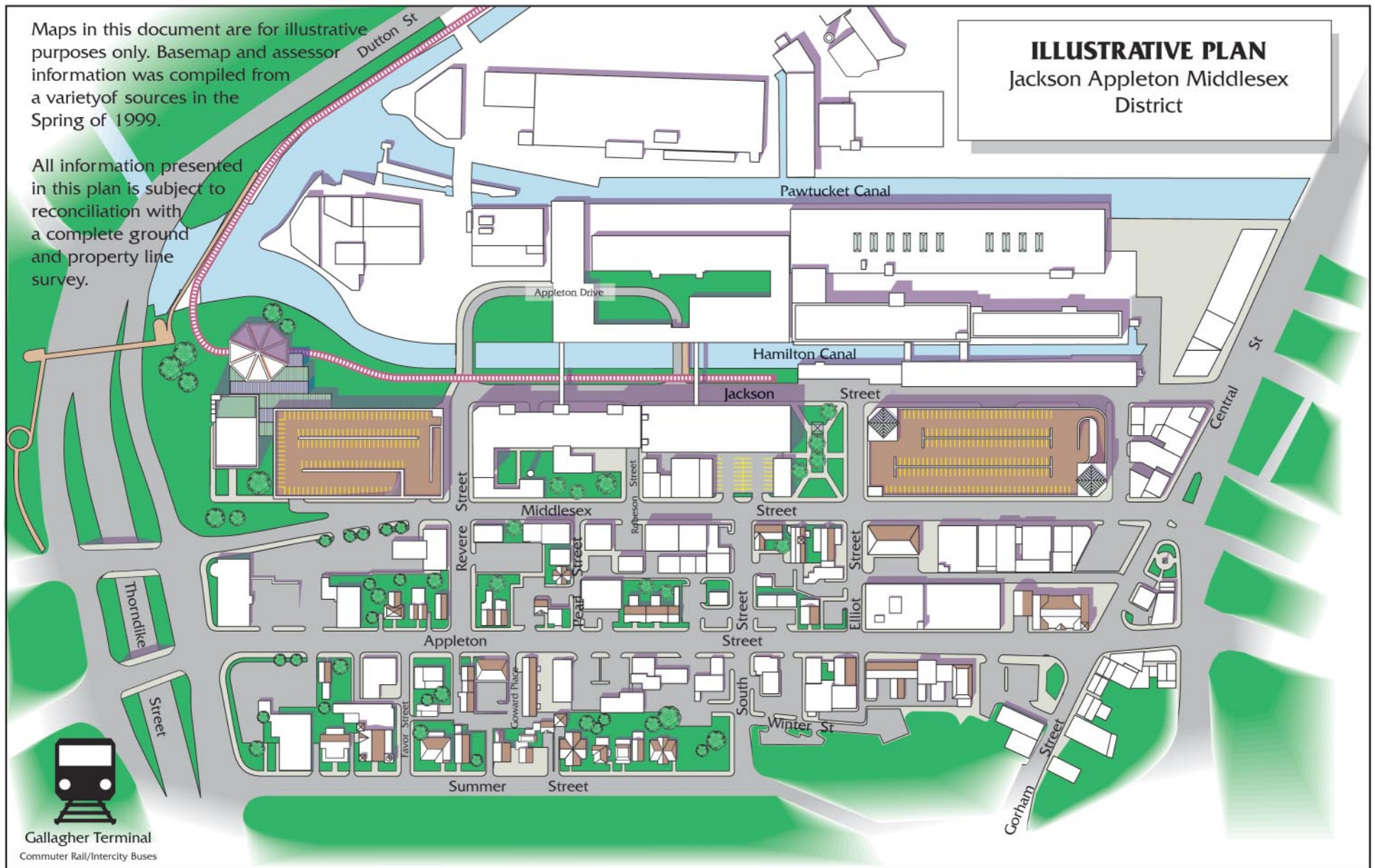
## Disposition Index

Disposition Parcel	New/Rehab	Land Area (S.F.)	Land Use
1	Rehab	75,397.00	Residential
2	New & Rehab	275,968.00	Industrial
3	New	67,000.00	Institutional
4	New	138,800.00	Commercial
5	New	26,892.00	Commercial
6	New	6,531.00	Commercial
7	Rehab	9,000.00	Commercial
8	N/A	3,823.00	Residential
9	N/A	4,614.20	Parking
10	New	7,721.00	Commercial
11	Rehab	5,559.00	Commercial/Residential
12	Rehab	11,070.00	Commercial/Residential
13	Rehab	9,111.02	Commercial
14	Rehab	5,340.00	Commercial
15	Rehab	5,417.00	Commercial
16	New	12,015.00	Commercial
17	Rehab	3,942.00	Commercial/Office
18	New	10,200.00	Commercial
19	New	9,661.00	Commercial
20	N/A	1,272.00	Residential
21	New	8,080.20	Commercial
22	N/A	1,834.80	Residential
23	New	8,159.00	Residential

Maps in this document are for illustrative purposes only. Basemap and assessor information was compiled from a variety of sources in the Spring of 1999.

All information presented in this plan is subject to reconciliation with a complete ground and property line survey.

## ILLUSTRATIVE PLAN Jackson Appleton Middlesex District



### BACKGROUND INFORMATION

#### The City of Lowell

##### Location

With a population of 103,000 Lowell is the fourth largest city in Massachusetts. Located about 25 miles north of Boston, Lowell has excellent highway connections to I-495, I-93, and Route 3 (see Section 1, Figure M-1). The MBTA also provides 45 minute commuter rail service to Boston. The rich industrial history has endowed Lowell with a handsome downtown, a National Historical Park, and a promising open space system of riverfronts and canals. The City is home to a campus of the University of Massachusetts, the Middlesex Community College, and a collection of museums related to the city's industrial and immigrant past.

##### History

The Lowell story is an important chapter in American industrial history and in the shift from rural to urban America. The confluence of the Merrimack and Concord Rivers was a summer encampment and fishing grounds for the Pawtucket people for hundreds of years before European settlers arrived in 1629. A small number of settlers farmed the land and built lumber and grist mills along the banks of the rivers. The first woolen mill was built in the area in 1790.

In the late 1790's a group of merchants and shipbuilders from Newburyport, at the mouth of the Merrimack River, funded the construction of the Pawtucket Canal. They built the canal to circumvent the Pawtucket falls and bring timber from the forest of New Hampshire to Newburyport ship building operations. The canal also provided access to the coast for goods made at mills upstream. Shortly after the Pawtucket Canal was built, a more ambitious group of merchants built the Middlesex Canal that connected the Merrimack River, a few miles upstream of Pawtucket Falls, directly to Boston Harbor. Although the Middlesex Canal diverted much of the shipping traffic to Boston, the area around the Pawtucket Canal became ideal land for the construction of a new mill town and later an industrial city.

The industrial history of Lowell and history of planning in Lowell begins with Francis Cabot Lowell. Mr. Lowell had amassed a considerable fortune in Waltham, Massachusetts by combining all the steps of textile manufacturing under one roof. Mr. Lowell and his associates identified the area between the two rivers and the Pawtucket Canal as an ideal location for a planned manufacturing town. Although Lowell died before realizing his dream, patterns reflecting his vision of separate neighboring districts for mills, worker housing, and bourgeoisie homes can be seen within the City today.

Mr. Lowell's associates built worker housing, according to plan, next to mill complexes. They had difficulty laying out a road system within a framework of existing farm roads



and the canal. From the beginning, business and residential areas were built in close proximity to industrial uses.

Lowell grew throughout the 1800's. By 1840 Lowell was the second largest city in New England and the industrial center of America. Irish, Greek, French Canadian and later, Polish, Portuguese, and Russian Jews came to Lowell to work in the mills. Descendants from many of these immigrant groups still live in Lowell.

The dependence on one industry began to impact Lowell in the early 1900's. Driven by lower wages, textile industries began moving to the south. During the depression Lowell's employment in the textile industry dropped to ten percent of its 1924 peak. World War II brought a brief period of economic growth to Lowell, but after the war Lowell's industrial history came to an end when the Merrimack and Boott mills closed in the 1950's. 1950's and 1960's style urban renewal destroyed historic mill housing and the French Canadian neighborhood of Little Canada failed to bring needed change to the area.

Lowell's rebirth began in the 1970's with the founding of the Lowell Heritage State Park and the National Historical Park to document and tell the story of American industrial history. Since then, the University of Massachusetts took over the University of Lowell, and the City developed the Edward A. LeLacheur Park for minor league baseball, the Paul E. Tsongas Arena, and other projects that have begun to revitalize the City. The City has also become a model for historic preservation worldwide.

### **Statistics**

With a land area of almost 14 square miles and a population of 103,000 people (U.S. Census, 1990), Lowell is the 13th densest city in the state. Small areas of Lowell are probably as dense as Somerville, Cambridge, and Chelsea, the three densest cities in the state.

Population is expected to increase 30 percent from 1990 levels by 2010. In 1990, the population was 76 percent white, 11 percent Asian, and 10 percent Hispanic. 1995 projections based on the 1990 census data indicate that the percentage of Asian and Hispanic people doubled between 1990 and 1995. The ethnic population is expected to grow as new immigrants settle in the area and have families. Almost 44 percent of households in the City are families, while only 34 percent are non-family households.

Median household income in 1990 was \$29,351 – 79 percent of the state average. Lowell was ranked 316 out of 351 cities and towns in Massachusetts in terms of median income. Eighteen percent of Lowell's population was determined to be below poverty level. Over 31 percent of people are employed in service sector jobs, followed by manufacturing – 29 percent, and wholesale/retail trade – 18 percent. In 1999, the largest employers in the city are the Lowell School Department, M/A Com, Lowell General Hospital, University of Massachusetts Lowell, Saints Memorial Medical Center, Joan Fabrics, City of Lowell, DeMoulas Supermarkets, Middlesex Community College, and Bell Atlantic.

### **Project Location**

The Jackson Appleton Middlesex Street area is located in close vicinity to the downtown section of Lowell between Central Street and Thorndike Street. Rich with historic

architectural, archeological, and cultural resources this area will play a key role in the city's economic and cultural development. The Jackson Appleton Middlesex Urban Renewal Area, located in the City of Lowell, County of Middlesex, Commonwealth of Massachusetts, is bounded generally as follows (see map, Section 1, Figure M-2):

Beginning at a point on the centerline of the Lower Pawtucket Canal Bridge on Central Street, the Plan boundary runs southwesterly to the intersection of Central Street, Middlesex Street and Gorham Street, then continues due south along Central Street to the intersection of Appleton Street and Church Street. Turning and running west on Appleton Street to where it meets Gorham Street, the boundary then turns and runs in a southwesterly direction to 107 Gorham Street, where it again turns in a westerly direction to South Street, following the rear property lines of the properties which front Appleton Street. The boundary then runs due south on South Street before turning west and following Summer Street along its entire length to where it meets with Thorndike Street. Following Thorndike Street in a northerly direction to where it meets the Dutton Street bridge, the boundary then runs along the Merrimack Canal to the access bridge at the National Park parking lot. Continuing east and then northeast to encompass the "Assets Building" and Canal Place III, the boundary then runs due south before turning due east back to its point of beginning.

### **Site Selection**

The area has been selected for urban renewal action by the City Administration and the City Council primarily in an effort to remove decadent conditions which have existed for decades in the area. Located immediately adjacent to the downtown and the National Historical Park, the area provides a significant opportunity for new commercial and mixed commercial/residential development and for the rehabilitation of many of the older industrial structures. By so doing, the Plan would realize many of the general objectives contained in the 1972 Plan. Objectives such as to:

- "Promote development and redevelopment of vacant and underutilized land."
- "Encourage commercial use of historic buildings in the Central City Area."
- "Seek recreational, cultural and entertainment facilities for the Central City Area."
- "Upgrade physical conditions in the Central City Area."
- "Provide pleasant and convenient pedestrian linkages in the Central City Area."

In directly trying to realize these objectives through the Jackson Appleton Middlesex Plan, the City Administration and the City Council find that the Jackson Appleton Middlesex plan is in conformance with the Comprehensive Plan for the City of Lowell.

# Project Area Data

## Land Ownership

The urban renewal area is comprised of 218 parcels of land, totaling approximately 50 acres, including right-of-way. Some of the largest land owners are listed below.

**Table 2: Property Ownership**

<b>PROPERTY OWNER</b>	<b>SQ. FT. OF LAND</b>	<b>NUMBER OF PARCELS</b>
Trs Appleton Trust (James T. Lichoulas Trustee)	276,693.00	2
Trs Appleton Mills #5 Parking Trust (James T. Lichoulas Trustee)	195,745.00	6
Joan Fabrics Corporation	171,734.00	2
Cambodian Mutual Assistance Association of Greater Lowell (CMAA)	75,106.00	2
Freudenberg Nonwovens Limited	74,786.00	1
New England Telephone	69,131.00	3
City of Lowell	66,779.00	13
RUK Realty Trust	66,209.00	1
Trs Durkin's Realty Trust	53,602.00	4
Trs Oak Realty Trust (Ben Gary Garmon et als Trustees)	41,990.00	1
Paul H. Dunigan	39,253.00	8
Trs 286-292 Middlesex St. Realty Trust (James T. Lichoulas Trustee)	30,792.00	5
Boott Hydropower, Inc.	29,035.00	1
C. Emmett Byrne	26,271.00	3
Trs Haffner Realty Trust	22,857.00	4
Pellon Company Limited Partnership	21,636.00	2
Edward P. Cunningham	17,290.00	5
Domenick Sciacca	16,156.00	6



## Land and Building Use Data

City Assessor records show nearly one third of the land currently in use in the planning area is industrial followed by commercial and residential. There is no park land or open space in the Area (see Figure M-8). Over 21% of the land in the area is vacant.

**Table 3: Existing Land Use**

<b>LAND USE</b>	<b>SQ. FT.</b>	<b>PERCENT O</b>
<b>TOTAL</b>	<b>OF LAND</b>	<b>SQ.FT. O</b>
<b>LAND</b>		
Commercial	217,022.00	10.28%
Industrial	596,902.00	28.29%
Residential	107,389.00	5.17%
	Single Family	(15,491.00)
	Two Family	(14,383.00)
	Multi-Family	(27,221.00)
	Boarding House	(50,294.00)
Mixed (C & R)	154,446.00	7.32%
Public/Institutional	151,000.00	7.16%
Vacant Building	433,757.00	20.56%
Vacant Lot	449,650.00	21.31%
	Developable Parcels	(266,871.00)
	Parking Lot	(182,779.00)
<b>TOTAL</b>	<b>2,110,166.00</b>	<b>100.00%</b>

## Building Use

A survey of building use conducted in the Spring of 1999 revealed a slightly different pattern due to the large scale of industrial buildings and the large number commercial and residential structures on small lots. One quarter of the structures in the area are commercial and over 20% are in residential use.

**Table 4: Building Use**

<b>Building Use</b>	<b>Number of Buildings</b>	<b>Percent of Total (Buildings)</b>
Commercial	31	25.2%
Industrial	18	14.6%
Residential	27	22.0%
	Single Family (6)	
	Two Family (3)	
	Multi-Family (8)	
	Boarding House (10)	
Mixed (C&R)	20	16.3%
Public/Institutional	8	6.5%
Vacant Building	19	15.4%
TOTAL	123	100.00%

## Demographics

The most current demographic data available for the Jackson Appleton Middlesex Streets Planning Area is from the 1990 Census. Although this data is ten years old, it remains indicative of general demographic trends for the area. The planning area encompasses majority portions of census blocks 3101-1, 3101-2, and 3119-3. These three blocks have been used to tabulate the demographic data which is included below.

The JAM Area is predominantly a commercial and industrial area but residential occupancy is found as well, largely in the form of boarding houses. The total population of the planning area in 1990 was 3275, an increase of 261% from 908 in 1980. While the majority (74.35%) of the population was white, Asian and Pacific Islanders formed a significant minority (10.50%) presence and 16.24% identified themselves as being of Hispanic origin. Of the 17.65% who were foreign born, nearly 70% were recent immigrants, having arrived in the United States between 1980 and 1990. More than a third of the residents of the planning area speak a language other than English at home, including large groups of Spanish-, French-, and Khmer-speakers.

All age groups were represented in the planning area, but more than 30% were between 20-years and 29-years-old and nearly 25% were over 65. As the table below (Table 5) illustrates, household structures and family-types in the planning area deviate from those for the city as whole, notably in the high number of one-person households found in the JAM area.

**Table 5: Households**

<b>Persons In Household</b>	<b>JAM Planning Area</b>		<b>City of Lowell</b>	
	<b>Total</b>	<b>Percent</b>	<b>Total</b>	<b>Percent</b>
Universe: Households				
1 person	1,085	61.47%	10,024	27.13%
2 persons	386	21.87%	10,096	27.32%
3 persons	140	7.93%	6,349	17.18%
4 persons	93	5.27%	5,427	14.69%
5 persons	40	2.27%	2,983	8.07%
6 persons	21	1.19%	1,142	3.09%
7 or more persons	-	0.00%	927	2.51%

**Table 6: Population by Age**

<b>Family Type and Presence and Age of Children</b>	<b>JAM Plan Area</b>		<b>City of Lowell</b>	
	<b>Total</b>	<b>Percent</b>	<b>Total</b>	<b>Percent</b>
Universe: Families				
Married-couple family:				
With children 18 years and over	38	7.21%	4,057	16.52%
No children 18 years and over	211	40.04%	12,580	51.22%
Other family:				
Male householder, no wife present:				
With children 18 years and over	26	4.93%	502	2.04%
No children 18 years and over	13	2.47%	1,155	4.70%
Female householder, no husband present:				
With children 18 years and over	50	9.49%	1,969	8.02%
No children 18 years and over	189	35.86%	4,300	17.51%

Source: United States Census 1990

Economically, the Jackson Appleton Middlesex Area differs substantially from the city as a whole. As Table 7 indicates, household and family incomes in the planning area are well below those for the City of Lowell. Table 8 shows large disparities in the proportion of renter-occupied to owner-occupied housing and median gross rent between the planning area and the city.

**Table 7: Household & Family Income**

	<b>JAM Plan Area</b>		<b>City of Lowell</b>	
	<b>Total</b>	<b>Percent</b>	<b>Total</b>	<b>Percent</b>
<b>Median Household Income in 1989:</b>				
Universe: Households				
Median Household Income in 1989	\$9,193.00		\$ 26,549.17	
<b>Median Family Income in 1989</b>				
Universe: Families				
Median family income in 1989	\$11,229.67		\$ 31,107.75	
<b>Social Security Income in 1989</b>				
Universe: Households				
With Social Security income	732	41.47%	9,731	26.34%
No Social Security income	1,033	58.53%	27,217	73.66%
<b>Public Assistance Income in 1989</b>				
Universe: Households				
With public assistance income	531	30.08%	5,407	14.63%
No public assistance income	1,234	69.92%	31,541	85.37%

Source: United States Census 1990

**Table 8: Tenure Analysis**

	<b>JAM Plan Area</b>		<b>City of Lowell</b>	
	<b>Total</b>	<b>Percent</b>	<b>Total</b>	<b>Percent</b>
<b>Tenure</b>				
Universe: Occupied housing units				
Owner occupied	131	7.83%	15,500	38.44%
Renter occupied	1,541	92.17%	21,537	53.42%
<b>Median Gross Rent</b>				
Universe: Specified renter-occupied				
housing units paying cash rent				
Median gross rent	\$270.33		\$ 544.04	

Source: United States Census 1990

## **Area Eligibility Findings:**

### **A Decadent Area**

Under Massachusetts General Law, Chapter 121B, Sections 45 and 46, the City of Lowell and the Council are required to make findings that the Area is substandard, decadent or blighted and open in order to undertake urban renewal activity. Based on the information summarized in this Plan, the Council finds that the Area is decadent, and that it is unlikely to be redeveloped by the ordinary operations of private enterprise.

A "decadent area" is defined as "an area which is detrimental to safety, health, morals, welfare or sound growth of a community because of the (emphasis added):

- existence of buildings which are out of repair, physically deteriorated, unfit for human habitation,
- or obsolete,
- or in need of major maintenance or repair,
- or because much of the real estate in recent years has been sold or taken for non-payment of taxes or upon foreclosure of mortgages,
- or because buildings have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced,
- or because of a substantial change in business or economic conditions,
- or because of inadequate light, air, or open space,
- or because of excessive land coverage,
- or because diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped by the ordinary operations of private enterprise,
- or by reason of any combination of the foregoing conditions"

The City and Council undertook a survey of the Area which included inspection of 100% of the exteriors of all 123 buildings and assembled data from a variety of other sources to support its finding that the Area is in fact decadent and that it is improbable that the Area will be redeveloped by the ordinary operations of private enterprise.

The Council's findings of decadence is based upon a survey of all buildings within the Area, not only buildings slated for acquisition; the following information has been compiled from the survey:

- 1 Over 31.7% (39 of 123) of the existing buildings within the Area are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair.
- 2 A historical survey of the Area reveals that 43 buildings within the Area have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced.
- 3 Twenty-Nine (29) properties or approximately 13.3% of the planning area have been foreclosed upon or are in tax title process by the City for failure to pay real

estate taxes to the City of Lowell. Of these properties, eleven (11) are currently owned by the City.

- 4 Diversity of ownership, irregular lot sizes and obsolete street patterns have made it improbable that the ordinary operations of private enterprise can assemble parcels for redevelopment.

The supporting documentation for each finding is as follows:

- 1 Over 31.7% (39 of 123) of the existing buildings within the Area are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair.**

Land use and building conditions were determined by field surveys conducted from April 1999 to June 1999. The field surveys rated structures as standard, deficient or substandard on the basis of exterior conditions. Structural observations for each individual building were recorded in the field and placed on file.

Structural deficiencies and defects were divided into the following categories of severity:

**Major:** critical structural damage correctable only by major repairs or clearance.

**Serious:** defects seriously effecting structural soundness and non-structural deterioration for which correction involves costs far above those incurred by normal maintenance.

**Minor:** conditions contributing to structural weakness as well as non-structural conditions correctable within the costs of normal maintenance.

To be structurally substandard to a degree warranting clearance, a building must have one of the following combinations of deficiencies:

- 1 Two major deficiencies
- 2 One major and two serious deficiencies
- 3 Four serious deficiencies
- 4 One major, one serious and five minor deficiencies
- 5 Three serious and six minor deficiencies

As noted above and in the Building Deficiencies Map (see Section 1, Figure M-10), building deficiencies are distributed throughout the Area and do not leave any significant portions of the Area free from this condition.

In addition, serious concerns regarding health and safety, specifically pertaining to fire, exist with a number of vacant and open buildings including the Appleton Mills complex.

- 2. A historical survey of the Area reveals that 43 buildings within the Area have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced.**

It has become apparent from the analysis of historical maps that the JAM Area continues to experience a loss of investment confidence. This is most evident in the

number of buildings that have been torn down and not replaced. In addition, approximately 27% of the area's parcels (59 out of 218) consist of vacant lots. In total, the planning area contains 449,650 square feet of vacant lots.

Approximately 16% of the area's buildings (20 out of 123) are 100% vacant buildings. The Appleton Mills complex, consisting of 547,568 square feet of total floor area, is a major component of the area's vacant buildings.

In addition, approximately 11% of the area's buildings (13 out of 123) are buildings that are at least 50% vacant. This statistic shows that many buildings in the area, including the Courier Building and rehabilitated components of the Appleton Mills complex, are underutilized.

**3 Twenty-Nine (29) properties or approximately 13.3% of the planning area have been foreclosed upon or are in tax title process by the City for failure to pay real estate taxes to the City of Lowell. Of these properties, eleven (11) are currently owned by the City.**

Through these tax title foreclosures, the City of Lowell has become the seventh largest property owner in the planning area. The large number of properties in foreclosure in this area shows that many individuals are disinterested in investing in the area.

The number of properties presently in this process indicates an area that is experiencing hardship. As can be seen in Section 1, Figure M-11, the properties are not located in just one portion of the site, but rather are indicative of area-wide problems.

As an integral part of the plan, these parcels will be disposed of in concert with parcels designated to be acquired under the plan to facilitate the redevelopment of the JAM Area. Many of these parcels would contribute to parcel assemblage, one of the more critical aspects to successful redevelopment.

**4 Diversity of ownership, irregular lot sizes and obsolete street patterns have made it improbable that the ordinary operations of private enterprise can assemble parcels for redevelopment.**

The unique ownership patterns of the area have also prevented the development of major portions of the planning area. Over one-third of the planning area is owned by Mr. James Lichoulas through various trusts. The remainder of the plan area is widely distributed among multiple owners. There are 112 individual property owners, only 7 of which have land holdings in excess of one acre. Eighty percent (80%) of all the lots in the Area are less than a quarter of an acre in size. Historically, Mr. Lichoulas has shown little interest in developing his properties, including the massive Appleton Mills complex. This disinterest in development has affected other properties in the area and has provided a centerpiece for the decadence of the Area. Over 92% of the residential units in the Area are in absentee ownership, indicating a lack of investment and confidence by local residents.

Obsolete street patterns and canal systems currently compromise the potential for redevelopment of the area. The confluence of the Merrimack, Pawtucket, and



Hamilton Canals creates several industrial islands which are nearly impossible to access by normal vehicular traffic. In addition, the Samson Connector, Lord Overpass and other traffic improvements to the convergence of Thorndike and Dutton Streets have substantially restricted traffic patterns on Jackson Street. Jackson Street currently has its only major access point at Central Street and cannot be easily accessed from either Middlesex or Dutton Streets. Also, the westerly flow of Middlesex Street hinders traffic movement into the planning area and the downtown.

The conditions described in the findings set forth in the preceding pages have substantially impaired the sound growth of the Area, decreasing the value of private investment. Based upon the data contained and referenced in this Plan, the City Administration and the City Council find that the Area is in a decadent condition which is beyond remedy and control solely by the existing regulatory process in place and that cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided for in this Plan. Therefore, the redevelopment and/or rehabilitation of the Area, by the means set forth in this Plan and in accordance with the Comprehensive Plan, is necessary in order to achieve the permanent and comprehensive elimination of the decadent conditions in the Area.

## Area Eligibility: Clearance and Rehabilitation

To accomplish the goals and objectives described in Section 3, the City Administration and the City Council proposes the acquisition of sixty-seven (67) parcels of privately owned land totaling 18.26 acres (See Section 1, Figures M-4,M-5,M-17 and M-19). This land will be acquired to create twenty-three (23) disposition parcels (see Section 1, Figures M-17 and M19) for development by a combination of the public and private sectors. The proposed land uses for these parcels are a municipal parking garage, offices, commercial, industrial, and residential. These parcels shall be acquired in accordance with 760 CMR 12.00.

The proposed acquisitions are in compliance with the eligibility requirements of 760CMR 12.02(2) as outline below.

- a **When clearance is proposed, 760 CMR 12.02(2)(a) requires that 50% of the total floor area of all buildings within the clearance area be functionally obsolete, structurally substandard or not reasonably capable of being rehabilitated for productive use.**

The proposed 4.3 acre clearance area (including 3.81 acres of privately-owned land and .55 acres of publicly-owned roadway) is composed of six (6) buildings comprising 268,995 square feet. During the preparation of the required local survey exterior surveys of all the buildings were conducted and recorded.

The breakdown of the buildings is shown below in Table 9:

**Table 9: Clearance Area Buildings**

<b>Street</b>	<b>Lot</b>	<b>Bldg Area (Sq. Ft.)</b>
MIDDLESEX ST	295	6,463
KING ST	6	5,910
MIDDLESEX ST	379	1,344
MIDDLESEX ST	389	4,784
JACKSON ST	360	125,280
JACKSON ST	324	125,214

The buildings within the clearance area comprise a total of 268,995 square feet. Of that total, 262,867 square feet (97.7%) are considered substandard based upon field surveys conducted as a part of the required local survey. The buildings that qualify for the substandard designation are located at 324 and 360 Jackson Street, 6 King Street, and 295 Middlesex Street. Exterior surveys were conducted on all six parcels. These buildings qualify because they have one of the following combinations of deficiencies:

- 1 Two major deficiencies
- 2 One major and two serious deficiencies
- 3 Four serious deficiencies
- 4 One major, one serious and five minor deficiencies
- 5 Three serious and six minor deficiencies

In summary, of the available 268,995 square feet of building within the clearance area, 262,867 square feet (97.7%) is substandard warranting clearance. In addition, a 1970 survey of exterior building conditions also rated the parcels at 324 and 360 Jackson Street, representing 255,278 square feet of the clearance area (94.9%), as "poor". These findings indicate the lack of interest in these structures over a substantial period of time and that they are not reasonably capable of being rehabilitated for productive use. Because of the fact that these findings exceed 50% of the total square footage of building area within the Clearance Area, the City Administration and the City Council find that clearance is warranted.

**b Where spot clearance is proposed, a showing that the clearance is necessary in order to achieve the objectives of the plan.**

Of the total 18.26 acres of land proposed for acquisition in the Plan, 7.8 acres of land are proposed for acquisition for spot clearance and 2.2 acres are proposed for acquisition for rehabilitation in locations throughout the Area. This 10 acres includes 27 buildings totaling 770,820 square feet. Nine (9) sites are slated for rehabilitation and eighteen (18) for demolition (Figure M-18).

Of all 27 buildings proposed for acquisition outside of the clearance area, only three buildings do not qualify as "deficient" as defined in the Plan.

- 241 Appleton Street
- 265 Central Street
- 65 Middlesex Street

As noted under Project Objectives, one of the main objectives is to (7) "remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas".

Of these three non-deficient buildings, all three are proposed for acquisition for infrastructure improvements consistent with Project Objective 4.

A complete list of acquisitions is shown in Section 1, Figure M-17. These parcels fall into the following categories:

- Parcels on which buildings are in a deteriorated condition which has become a deterrent to rehabilitation or redevelopment of adjacent properties
 

135 SUMMER ST	6 APPLETON PL	230 APPLETON ST
8 GOWARD PL	234 APPLETON ST	307 JACKSON ST
360 JACKSON ST	30 GORHAM ST	155 MIDDLESEX ST
102 MIDDLESEX ST	248 MIDDLESEX ST	
  
- Parcels which are required for infrastructure improvements (e.g., roadways, parking, open space)
 

265 CENTRAL ST	15 GARNET ST	115 MIDDLESEX ST
235 APPLETON ST	101 MIDDLESEX ST	237 APPLETON ST
25 MIDDLESEX ST	241 APPLETON ST	324 JACKSON ST
295 APPLETON ST	65 MIDDLESEX ST	68 JACKSON ST
5 GARNET ST	82 JACKSON ST	12 GARNET ST
169 JACKSON ST	171 JACKSON ST	
  
- Parcels which are currently vacant and provide opportunities for economic development, either as an individual parcel or in combination with other adjacent parcels
 

379 MIDDLESEX ST	338 MIDDLESEX ST	389 MIDDLESEX ST
388 MIDDLESEX ST	317 MIDDLESEX ST	292 MIDDLESEX ST
295.1 MIDDLESEX ST	295 MIDDLESEX ST	317.1 MIDDLESEX ST
183 APPLETON ST	6 KING ST	189 APPLETON ST
31 ELLIOT ST	21 SPRING ST	38 GORHAM ST
138 MIDDLESEX ST	193 MIDDLESEX ST	205 MIDDLESEX ST
189 MIDDLESEX ST	230 MIDDLESEX ST	179 MIDDLESEX ST
8 GARNET ST	169 MIDDLESEX ST	204 APPLETON ST
163 MIDDLESEX ST	5 APPLETON PL	7 GOWARD PL
10 APPLETON PL	298 MIDDLESEX ST	221.1 JACKSON ST
246.1 MARKET ST	256.3 MARKET ST	317.2 MIDDLESEX ST
256.4 MARKET ST	316 MIDDLESEX ST	278 MIDDLESEX ST
351 JACKSON ST	141 SUMMER ST	324 MIDDLESEX ST

The City of Lowell has attempted to prepare a plan that is very restrained in its use of the urban renewal laws and finds that the spot acquisitions are clearly in conformance with the objectives of the Plan.

- c. **Where clearance is proposed, a showing that the extent of clearance proposed is justified, and necessary. Particular attention shall be paid to justifying the acquisition of individual parcels of basically sound property which involve high acquisition cost.**

The Clearance Area qualifies for acquisition and clearance activities because over 50% of the existing floor area of the buildings is structurally substandard and under 760 CMR 12.02 (2) (a), that finding warrants clearance. However, 760 CMR 12.00 also requires that the plan justify the extent of the clearance area and the high acquisition cost of basically sound property within that clearance area.

Although there are a large number of parcels slated for acquisition throughout the Plan, there is only one clearance area. That clearance area is in compliance with the stated Project Objectives of the Plan in the following manner:

- (1) expand the tax base and create new jobs by providing sites for commercial and industrial development.
- (8) remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas.
- (9) enhance the marketability and promote the development of under-utilized land in the area by assembly, reparcelization and subdivision of land.
- (11) provide sites of sufficient size and with appropriate access and improvements, so that new construction is encouraged and sound redevelopment is facilitated.

The stated objectives (above) defined the extent of clearance and contributed to the decision to acquire basically sound property located at at 389 and 379 Middlesex Street. These parcels were chosen for inclusion in the clearance area because these parcels are critical to the strategy of assembling land to create parcels of adequate size for new commercial and industrial development.

In addition, the plan includes three basically sound properties outside the clearance located at 265 Central Street, 241 Appleton Street, and 65 Middlesex Street. These parcels were chosen for inclusion in the plan because these parcels are critical to the strategies of creating new and efficient access alternatives, creating adequate parking for existing and proposed development, and to creating a safe, accessible, and aesthetically positive environment.

For these reasons, the City Council found that the acquisition of basically sound property with an undoubtedly high acquisition and relocation cost was justified and it was included in the clearance area.

Where rehabilitation is proposed, a showing that it is economically feasible to rehabilitate the properties in the project area and that the existing street and land use pattern can be adapted to the objectives of the plan.

- d. Where rehabilitation is proposed, a showing that it is economically feasible to rehabilitate the properties in the project area and that the existing street and land use patterns can be adapted to the objectives of the plan.

### **Existing Street and Land Use Pattern Can Be Adapted**

As can be seen on Figure M-15, the existing street system can be adapted to the objectives of the plan with moderate changes. Recommended changes involve primarily the widening of a central artery to accommodate commercial traffic in a two way traffic flow and the extension of two streets to create an efficient and safe traffic pattern. One of the goals of the plan is to spur new economic development and facilitate business growth.

Another goal of the plan is to create a compatible mixture and clear pattern of land use. Figure M-13 illustrates that the land use pattern can be adapted to meet the objectives of the plan.

### **Economic Feasibility**

The City Administration and the City Council are proposing infrastructure improvements including utility upgrades, street and lighting improvements, the Economic Development Incentive Program (EDIP), and numerous assistance programs to bring about private rehabilitation throughout the 50 acre JAM Urban Renewal Area.

Because there are a significant number of deficient structures within the designated rehabilitation areas which are not slated for acquisition, the successful redevelopment of the rehabilitation areas will be contingent upon providing private incentive programs to bring about private redevelopment while public investment in the infrastructure “sets the table” for this investment.

### **Development Incentives**

For commercial and industrial users, the incentives of EDIP should be very attractive for both existing and new redevelopers. EDIP abandoned building tax credit and investment tax credits are available on any EDIP approved project. The JAM Area presently is designated as an Economic Opportunity Area with benefits to expire in 2011. In addition, projects would be eligible for HUD Section 108 Loans of up to \$100,000,000 and Lowell Development and Finance Corporation (LDFC) loans of up to \$250,000 at 6% interest.

### **Economic Development Initiative Program (EDIP)**

The EDIP provides state and local tax benefits that can offset cleanup costs. Eligibility: Limited to projects in Economic Target Areas that are certified by the Economic Assistance Coordinating Council (EACC).

- 5% State Investment Tax Credit - Available to any certified business in an ETA in lieu of the statewide 3% ITC which is limited to manufacturing, R&D and other specified businesses.

- Abandoned building tax deduction - Allows a deduction of 10% of renovation costs. Building must be at least 75% vacant for a minimum of two years.
- Tax Increment Financing (TIF)/Special tax assessment - Municipalities must offer either a Special Tax Assessment or TIF to certified projects. The special tax assessment begins at 0% in the first year gradually increases to 100% in the fifth year. TIF exempts some or all of the increased value that accrues upon remediating and redeveloping the property. The amount of the exemption is negotiated with the municipality for a period of up to 20 years.

**e. Where rehabilitation is proposed, a showing that the area has desirable qualities and other evidence of vitality establishing a likelihood that rehabilitation activities will restore the area over the long-term.**

The project area has a number of historic buildings that provide character and visual interest to the Area. In addition, several of the existing industrial users have expressed an interest to expand, together with the redevelopment of Courier Building by the CMAA and the recent location of a charter school, there is evidence of vitality in the area that will support the revitalization activities over the long-term.

**f. The Urban Renewal Plan is based upon a local survey and conforms to a comprehensive plan for the locality.**

This Plan has been prepared based upon a survey of the site performed by the City of Lowell Division of Planning and Development during the time period from January 1999 to December 1999. It is therefore based upon a local survey in accordance and compliance with 760 CMR 12.02 (2)(f).

In conformance with the Land Use Plan, Lowell, Massachusetts, September 1972, prepared by The City Development Authority, this Plan meets the following objectives:

**1. Assemble and redevelop vacant and underutilized land**

There are a number of vacant parcels, some resulting from demolition of substandard buildings, which have been vacant for long periods of time. In addition, there are a number of vacant and underutilized buildings throughout the Area. This plan assembles those vacant and underutilized parcels into larger, more developable parcels, and designates them for disposition for specific uses.

**2. Utilize urban renewal funds to reshape or restructure the urban environment**

This Plan would use Urban Renewal funds to help reshape the JAM Area into a stronger, more viable commercial/industrial corridor, with appropriately supportive residential and recreational development. Urban Renewal funds would be used for infrastructure improvements such as providing parking, roadway reconstruction, streetscape and open space improvements, enhancements to the Hamilton Canalway, acquisition of underutilized parcels, and reparcelization to provide opportunities for new industrial and commercial development, with improved links to downtown, the Middlesex Community College and the adjacent National Historical Park. These public sector activities will provide the framework and catalyst for rehabilitation of existing buildings and development of new infill buildings by private parties.



**3. Assure adequate available land to promote a balanced and healthy economic base.**

The Plan includes acquisition, reparcelization and disposition of a number of properties (67 parcels totaling approximately 18.18 acres). These new parcels will be available for development of a variety of commercial and industrial uses, increasing the value of those properties as well as the value of existing businesses and residential buildings.

**4. Minimize conflicts between divergent land use**

The Land Use Plan specifically discusses this as a long range objective, stating that "in order to promote Lowell as a 'home town', the land use pattern must make the city a pleasant place in which to both live and work." A major component of this Revitalization Plan is the rationalization of land use, with the designation of specific areas for specific uses, minimizing existing instances of incompatible adjacent uses, particularly those areas where industrial and residential uses exist side by side. The revised zoning regulations developed as part of this Plan, both separate incompatible land uses and require buffers in areas where incompatible land uses are adjacent.

### 3. PROJECT OBJECTIVES

The City Administration and Council declare that it is in the best interest of the City of Lowell and of the general welfare of its citizens to undertake an Urban Renewal Project in the Area in accordance with this Plan and in accordance with the overriding planning objectives outlined below. These objectives were developed through ongoing consultation with the Citizens Advisory Committee.

- 1 To expand the tax base and create new jobs by providing sites for commercial and industrial development.
- 2 To attract new businesses to the area by creating accessible development sites.
- 3 To provide incentives for existing businesses to grow.
- 4 To create new and efficient access alternatives to the area and enhance the transportation system, including pedestrian systems.
- 5 To develop adequate parking for existing and proposed development.
- 6 To create a safe, accessible, and aesthetically positive environment.
- 7 To preserve the historic integrity of the area.
- 8 To remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas.
- 9 To enhance the marketability and promote the development of under-utilized land in the area by assembly, reparcelization and subdivision of land.
- 10 To improve public utilities by constructing or reconstructing sidewalks, street lighting, water, sewer and drainage systems and installing electrical and telephone lines underground where appropriate.
- 11 To provide sites of sufficient size and with appropriate access and improvements, so that new construction is encouraged and sound redevelopment is facilitated.
- 12 To increase public safety by providing improved pedestrian access and by reducing vehicular and pedestrian interaction throughout the project area.
- 13 To promote sound site planning and building arrangement in the development of individual parcels by private redevelopers in order to achieve coordinated and harmonious urban design.
- 14 To provide for changes in land use to create a compatible mixture and clear pattern of mixed use commercial, residential, and industrial.
- 15 To recognize and define major pedestrian access points to the Area and to provide safe connections to adjacent facilities and land uses.
- 16 To encourage the highest quality design for structures to be built, and for supporting elements such as lighting and planting.
- 17 To reflect in architecture and site planning the uniqueness of the area in terms of location, access, visibility and historic character.

In addition the City Administration and Council propose the following Design Objectives:

1. To establish an urban character, as typified by a high overall intensity of activity during both the day and the evening through diversity of related uses which will generate these activities.
2. To recognize and define major pedestrian access points to the Area and to provide safe connections to adjacent facilities and land uses.
3. To encourage the highest quality design for the structures to be built, and for supporting elements such as lighting and planting.
4. To encourage development actions which will improve significantly the quality and quantity of pedestrian activity throughout the Area.
5. To reflect in architecture and site planning the uniqueness of the area in terms of location, access, visibility and historic character.
6. To encourage sound design in the redevelopment of key parcels forming the “gateways” to the City.

**a. Specification of all proposed redevelopment**

To carry out and accomplish the objectives described in Section 3, the City Administration and the City Council proposes the actions described in detail below and shown on the Figures in Section 1 as follows:

- Revised Zoning and Use controls (Figure M-14 and Appendix C)
- Acquisition of 18.18 acres of privately owned land (Figure M-17)
- Acquisition of Permanent Roadway Easements (Figure M-15)
- Demolition of twenty (18) Structures (Figure M-18)
- Site Grading and Preparation for approximately 8.7 Acres of land (Figure M-18)
- New Roadway Construction for three streets (Figure M-15)
- Repair of four existing roadways and sidewalks (Figure M-15)
- Installation of new utilities
- Disposition of twenty-three (23) assembled parcels (Figure M-19)
- Relocation benefits for 60 Occupants (Appendix J)
- Construction of a Municipal Parking Garage (Figure M-20)
- Construction of new parks and pedestrian paths (Figure M-20)

**b. Estimate of jobs retained, created, and eliminated as a result of the proposed renewal and redevelopment**

Field surveys conducted during preparations of the plan indicated that there are approximately 26 commercial businesses slated for acquisition. It is estimated that the acquisition of all these properties will result in the loss/relocation of approximately 65 jobs.

This Plan is designed to facilitate job retention in Lowell and initiates numerous mecha-

nisms, outside of the urban renewal actions, to accomplish the goal of accommodating 100% of the relocated businesses within the City of Lowell. If in fact, this retention goal is accomplished, the Plan would result in the retention of the 65 relocated jobs.

**Table 10: Job Creation (estimates)**

<b>Bldg. Use</b>	<b>Sq. Feet</b>	<b>Jobs/SF</b>	<b>Jobs Created</b>
Retail	75,000	1/500	150
Office	100,000	1/300	300
Industrial	100,000	1/1200	83
<b>TOTAL</b>			<b>533</b>

**c. Provisions which exist or which will be established to control densities, land coverage, land uses, setbacks, offstreet parking and loading and building height and bulk.**

As described above, a major component of this Plan is the rationalization of land uses. The Plan includes a draft of Use and Zoning Controls which promote a rational pattern of development and will facilitate new development in the Area. (See Section 1, Figures M-9 and M-14 for limits and boundaries of existing and proposed zoning districts.)

Lenient and often lax zoning requirements in the area have not promoted development in the area. The prominent zoning of the area, B3-General Business, has no parking requirements for retail establishments and minimal requirements for residential and industrial zoning. In addition, the only dimensional requirement for B3 zoning is a minimum lot frontage of 25 feet. In spite of the lack of regulation of the area, the area has not seen substantial development within the past 50 years. Many of the area's vacant parcels and buildings have remained vacant for quite some time.

Under the current Lowell Zoning Code (the "Code") the Area lies in three existing zoning districts: M3 - Multi-Family, (A building containing three (3) or more dwelling units, and wherein units may be located on more than one floor), B3 - General Business and IA - Warehousing, Storage & Light Manufacturing.

**Area Description M3 Zone:** The M3 zone, which abuts South Common, is on the southern edge of the planning area and within the South Common Historic District. The area is bounded on the South by Summer Street, by Thorndike Street to the East, Appleton Street to the North and by South Street to the West. The zone is primarily residential, with fine examples of mid 19th century houses, with several homes in the Italianate and Second Empire styles and others in the Stick style. As well as being of significant historical importance, the architectural quality and residential character of the neighborhood is unique within the plan area.

Opportunities exist along Summer Street for the rehabilitation or replacement of a number of dwellings, which would help the area retain and strengthen its residential

character. In a prominent and accessible location at the westerly end of Summer Street is the former Training and Employment Center, this is one of the largest land parcels within the zone and presents an excellent opportunity for redevelopment.

Existing Parking Requirements for M3 Zone: Parking requirements within the M3 zone are 2 spaces per residential unit, 1 space per every 10 seats for a public assembly use, and 1 space per every 10,000 square feet of gross floor area for an institutional use.

Area Description B3 Zone: The B3 zone is the largest zoning district within the plan area. The area is bounded on the south by Appleton Street, to the east by the Lord Overpass, to the north by Jackson Street and to the west by Gorham Street. The zone has a variety of land uses, with the main retail/commercial element located along Appleton Street and Gorham Street. A considerable number of vacant lots and buildings are also located within this zone, offering enormous potential for rehabilitation or new development, there is even the possibility of assembling two 100,000 sq. ft. development parcels.

Jackson, Appleton and Middlesex Street make this zone easily accessible and only minor upgrades in the road network would be required to assist traffic flow when the plan is implemented. Meeting the existing and future parking requirements of this area will be a crucial element within the plan. The existing B3 Zoning promotes a variety of land uses within the area, but lacks stringent parking requirements to ensure that all approved uses have adequate parking.

Existing Parking Requirements for B3 Zone: Parking requirements within a B3 zoning district are 1 space per residential unit and 1 space per 1600 square feet of gross floor area for a factory or warehouse use. No other use within a B3 zone has specified parking requirements.

Area Description IA Zone: The IA zone is located to the north of the plan area between the Hamilton and Pawtucket canals, it is bounded on the east by Dutton Street and to the west by Central Street. The vacant Appleton Mills complex is the largest building within the zone, with the redevelopment of the Mills site as one of the major objectives in the successful revitalization of this area. Thriving businesses such as Joan Fabrics, Adden Furniture and Freudenburg Non-Wovens are also located within this zone. Continuing to work with these existing businesses and involving community organizations such as the CMAA should ensure those currently located in the area are fully involved in the renewal process.

Within the IA zone, nearly all retail business and consumer service uses require a special permit. For an area which is in such close proximity to the downtown center of Lowell, this is extremely restrictive and can be stifling to economic investment or job creation efforts. Relaxing the land use aspect of the zoning requirements to ensure a greater mix of uses with the creation of a “mixed use zone” or an “urban village zone” will be an important component in ensuring the plan’s success.

Existing Parking Requirements for IA Zone: Parking requirements within an IA zoning district are 1 space per 10 seats for a public assembly use and 1 space per 1000 square feet of gross floor area for an Institutional Use. For retail and office use, 1 space is required for every 500 square feet of gross floor area at the ground floor level and for

every 1000 square feet of gross floor area at all other levels. For every 1600 square feet of gross floor area for a factory and warehouse use, 1 space is required.

**Table 11: Existing Dimensional Requirements**

District	FAR	Lot Size	Density (Units per Acre)	Frontage	Setback			Recreation (% land)	Height	Stories
					Front	Side	Rear			
IA	2.0	None	None	25	None	None	None	None	None	None
B3	4.0	None	None	25	None	None	None	None	None	None
M3	1.5	6,000	43	50	15	10	20	20	65	7

The Plan proposes several zoning changes in the area (see Figure M-14, Appendix C). The proposed zoning changes have the following goals:

- Establish an appropriate mix of uses and encourage new development
- Provide Adequate Parking
- Promote sound urban design
- Promote street level activity
- Allow mixed use development

The infrastructure improvements proposed under the Plan are designed to support the uses described above, with reconstructed streets and sidewalks, new streets to provide access to Jackson Street, open spaces and gateway developments, new pedestrian paths and a new parking facility.

The proposed zoning changes will help to transform the Area from its current decadent state, in which an inappropriate mix of land uses predominates, to one which is attractive for commercial and industry. The new zoning regulations will enable the City and Council to respond to the concerns of private redevelopers who want to be sure that the redevelopment of the Area surrounding their new projects will be for uses that are compatible. The proposed zoning changes, together with the existing design guidelines and design review process, will encourage development of desired uses and an attractive urban environment.

The allowable uses and dimensional requirements for the new zoning districts are shown in the Appendix C.

#### **d. Historic Preservation and Design Review**

Portions of the project area are already included within the boundaries of the Downtown Lowell Historic District (DLHD), the Lowell National Historical Park, and the South Commons Historic District and already have established guidelines and procedures under P.L.95-290 and Chapter 566 of the Acts of 1983. The Lowell Historic Board is responsible for design review in these areas. The review process for this district will not change.

In addition, the rich historic and cultural resources can contribute to the successful revitalization and development of the Area. Historic Preservation is a major component of the Plan.

As previously noted, the improvements shown on Figure M-20 in Section 1 are conceptual in nature and intended to depict one manner in which the Area could be developed consistent with this Plan. Subject to the requirements of this Plan, the goals and objectives of the City of Lowell, and applicable law, the proposed redeveloper(s) of a site and the City of Lowell Division of Planning and Development will be provided with the opportunity to propose an alternative building and/or land use arrangement for a site in the Area.

In addition, demolition of any historic structure within the planning area shall be subject to the following conditions:

- A Except in situations pertaining to public safety, demolition shall not be undertaken without a development plan and evidence of financial capability for the proposed project.
- B The site shall be redeveloped in accordance with guidelines put forth by the Lowell Historic Board.
- C New buildings shall:
  - 1 Be encouraged to create a tightly-knit urban environment reflecting Lowell's traditional character, embodied in the compactness and richness of its building types.
  - 2 Generally conform with the tradition of continuous structures holding the lines of streets, canals, and riverfronts. The creation of interior courtyard spaces is encouraged.
  - 3 Be located where recommended in the plan and leave open space where encouraged in the plan.
  - 4 Create simple volumes on an orthogonal grid which reflects the typology of existing and historic buildings in the Plan Area.
  - 5 Break up their massing (i.e., by introducing atrium spaces in the length of the buildings, by stepping back the buildings, by varying heights of buildings where appropriate, or by breaking up the elevations or treating them as layers or different "skins").
  - 6 Use masonry that is similar in texture and color to that of the existing and historic buildings but in a contemporary manner (i.e., not necessarily as load-bearing walls, but expressing its solidity and protective character).
  - 7 Mark their entrances clearly with changes in materials, architectural detailing, or other appropriate means.
  - 8 Be of consistent height with adjacent historic structures and/or buildings formerly occupying their sites.
  - 9 On commercial streets, street-level design shall generally follow existing patterns created by the street facades, sign designs, shop window configurations, and materials traditional to Lowell's historic downtown character.



- 10 Generally utilize contemporary design ideas, but shall also respect and reflect the traditional scale, proportions, rhythms, and mood of historic structures. The use of imitation historic building details and ornaments is discouraged.
- 11 Have parking facilities which harmonize with the architecture of adjacent and historic structures including mill complexes. Parking structures should utilize window-like openings rather than long horizontal openings between deck levels. On commercial streets, ground-level treatment should include storefronts.
- 12 Infill structures, which cover less than one quarter of the area of a block or less than one half of the street frontage should harmonize with existing historic architectural fabric by incorporating similar setbacks, door and window openings, rooflines and shapes.

**Compliance with MOA:** Production of a master plan with emphasis on historic preservation is the main requirement of the Gilmore Trust Memorandum of Agreement with the Massachusetts Historical Commission, HUD and the Lowell National Historical Park.

- (1) The Plan proposes to provide effective CDBG and HOME subsidies on a priority basis to historic structures at risk in the area during the first five years of plan implementation, including Workingman's Protective Union Building (owned by the City), Marston Building, the Assets Building and the former Chamberas Building on Gorham Street (behind United Restaurant Equipment Building). In total ten (10) historic properties in the planning area are targeted for rehabilitation, urban renewal funds will be applied towards the acquisition of nine of those structures:

138 MIDDLESEX ST	193 MIDDLESEX ST	155 MIDDLESEX ST
205 MIDDLESEX ST	160 MIDDLESEX ST	248 MIDDLESEX ST
189 MIDDLESEX ST	307 JACKSON ST	246 MARKET ST
30 GORHAM ST	256.3 MARKET ST	256.4 MARKET ST

- (2) The Plan proposes that the City play a lead role in enhancing pedestrian access along the canalways in the JAM area, including:
  - Handling land acquisition for Thorndike St. Overpass Project.
  - Supporting LNHP efforts to acquire land rights, secure a federal transportation grant for part of the cost and to build the Hamilton Canalway. The City will supply Urban Renewal and Chapter 90 funds as a project match as per prior support letters from the City Manager. The City will undertake maintenance of the canal walkways in this area (on its own or through a private party).
  - The City will continue the pedestrian connection to Central Street by installing sidewalks and street lighting along CMAA/Courier Mill.
- (3) The Plan proposes to maintain the current level of staffing at the Lowell Historic Board to enable proper oversight of the JAM area during implementation.

## **Appleton Mill Complex:**

### **A. The Plan proposes demolition of Mills 2, 2A, 3 and the Cotton House as necessary for public safety and notes the City will take the following actions to secure the required historic preservation clearances and permits:**

- Assure the rehabilitation of the wall along the Pawtucket Canal at the rear of Appleton Mills #2A as part of any demolition project. It should be left standing at two story height, unless there is an acceptable justification from an historic preservation perspective as to why it can only be feasibly done for the first story only.
- Assure that restoration of missing brickwork on the top floors at the rear of Appleton Mill #1A will be completed as part of the demolition of the Cotton Storehouse.
- Outstanding violations as cited by the Lowell Fire Department, the Lowell Building Inspections Office and the Lowell Historic Board at the buildings to remain must be addressed as part of the demolition process.
- The concurrence of the National Park Service is recognized as related to public safety due to the extreme congestion of the complex and inability of the Lowell Fire Department to fight fires there. It is understood that this concurrence will not serve as a precedent for actions at other mill complexes.
- The Plan proposes to assure that views from Jackson Street and from the National Park Visitor Center Parking Lot are taken into consideration, though the retention of the Pawtucket Canal wall should meet this need.

### **B The Plan proposes rehabilitation of the remainder of the Appleton Mills complex conditional on:**

- A showing that the structures known as Mills 1, 1A, and 4 can be feasibly rehabilitated for productive use consistent with the objectives of the plan as stated in Section Three (3) of this document. Evidence of feasibility shall include but not be limited to a structural assessment of the buildings including a cost for rehabilitation. Any structure not shown to be economically feasible for rehabilitation shall be demolished in accordance with all applicable laws, including Historic Board Economic Hardship regulations.
- The City will take affirmative aggressive actions in good faith to make the project work, including:
  - Aggressive marketing of the mill buildings for redevelopment, including paid advertisements, distribution of an RFP and feasibility study and extensive publicity to attract developer interest.
  - Providing an aggressive financial incentive package to make reuse of the buildings more economically advantageous.
- All demolition/rehabilitation work and new construction will be subject to the approval of the Historic Board. The Plan proposes to assure that views from

Jackson Street and from the National Park Visitor Center Parking Lot are taken into consideration in City approval of any new structures or other changes at the mill site.

- The plan proposes the development of a new roadway known as “Appleton Drive”. Appleton Drive will be a new street constructed to serve the Appleton Mills complex. Extending from Revere Street, Appleton Drive will be a one way street that will pass through the Mills complex before reconnecting with Jackson Street.

### **Gilmore Block:**

The Plan proposes removal of the storehouse buildings (324 and 360 Jackson St.), Skip's Galley (295 Middlesex St.), and the Stable (6 King St.) as part of site assembly for a new commercial development at the West end of Jackson Street.

- The Plan proposes a proactive strategy for the City to assure the protection, preservation and rehabilitation of all structures associated with the so-called Assets Buildings and the adjacent Canal Place III property. The strategy shall be developed in conjunction with Lowell National Historical Park and Historic Board.
- The Plan proposes to create Developer Guidelines in compliance with Historic Board regulations for new construction on the Gilmore Trust Block.

An MOA will be executed with the Massachusetts Historical Commission, HUD and the Lowell National Historical Park addressing all items in this list. Other issues may be addressed, as necessary, in the MOA negotiation process.

## 4. FINANCIAL PLAN

**a Estimated cost of each parcel to be acquired and identification of any property in which any officer or employee of the municipality or of the operating agency has, or is believed to have, any direct or indirect interest.**

Appraisals for each parcel to be acquired will be submitted under separate cover. The estimated cost shown in Table 12 is based on assessed value.

No properties have been identified in which any officer or employee of the municipality or of the operating agency has, or is believed to have, any direct or indirect expense.

**b Detailed cost estimates for site preparation**

The cost estimates for site preparation include environmental clean-up, building demolition and grading of parcels. These figures are shown in Table 12. Environmental clean-up costs were estimated based on experience on similar projects. Grading and building demolition costs were based on industry standards as applied to the square footage of buildings to be demolished and parcels to be graded.

**c Detailed cost estimates of all proposed public improvements**

The cost estimates for public improvements are summarized in Table 12 and supported by the detailed pages which follow.

**d Detailed cost estimates for relocation expenses**

Relocation estimates are based upon other urban renewal and public sector relocation projects and the experience of the City's Economic Development staff. More accurate estimates can only be provided at the time of the completion of the required relocation plan.

**Relocation Estimates are based upon the following:**

60 housing relocations @ \$10,000/relocation	= \$ 600,000
26 business relocations @ \$52,000/relocation	= \$ <u>1,352,000</u>
<b>TOTAL</b>	<b>= \$ 1,952,000</b>

It should be noted, however, that only at the time of the filing of the relocation claim, will the true cost of relocation be known.

**e Detailed cost estimates establishing the gross and net project cost.**

The gross and net project costs are shown on Table 12.

Project budget including administrative expenses and reserves for contingencies.

The project budget, including administrative expenses and reserves for contingencies, is shown on Table 12.

**Table 12: JAM Urban Revitalization and Development Plan Budget**

<b>1 Acquisition</b>		
Land Acquisition	\$ 7,280,100.00	
Appraisals (67)	\$ 225,000.00	
Legal	\$ 200,000.00	
<b>Sub-Total</b>		<b>\$ 7,705,100.00</b>
<b>2 Relocation</b>		
Relocation Consultant	\$ 100,000.00	
Relocation Payments	\$ 1,952,000.00	
<b>Sub-Total</b>		<b>\$ 2,052,000.00</b>
<b>3 Site Improvements</b>		
3a. Building Demolition	\$ 5,900,000.00	
3b. Infrastructure Improvements		
Street & Intersection Improvements	\$ 6,000,000.00	
Cleaning Existing Sewer Pipes	\$ 4,500.00	
Sewer Separation	\$ 3,500,000.00	
Site Grading/Improvements	\$ 1,000,000.00	
Parks	\$ 350,000.00	
Canalway Improvements	\$ 1,800,000.00	
3c. New Parking Garage	\$ 12,000,000.00	
<b>Sub-Total</b>		<b>\$ 30,554,500.00</b>
<b>4 Environmental Cleanup</b>		
<b>Sub-Total</b>		<b>\$ 1,000,000.00</b>
<b>5 Administrative</b>		
Employee (4 Staff/4 Years)	\$ 600,000.00	
<b>Sub-Total</b>		<b>\$ 600,000.00</b>
<b>6 Consultants</b>		
Urban Renewal	\$ 80,000.00	
Project Management	\$ 120,000.00	
Site Engineering	\$ 1,000,000.00	
Legal	\$ 400,000.00	
Survey	\$ 100,000.00	
Urban Design	\$ 100,000.00	
<b>Sub-Total</b>		<b>\$ 1,800,000.00</b>
<b>7 Fees</b>		
Bond Fees	\$ 100,000.00	
Misc. Fees	\$ 100,000.00	
<b>Sub-Total</b>		<b>\$ 200,000.00</b>
<b>8 Contingency</b>		
Real Estate Reserve (20%)	\$ 1,500,000.00	
Construction Contingency	\$ 3,000,000.00	
<b>Sub-Total</b>		<b>\$ 4,500,000.00</b>
<b>Gross Project Cost</b>		<b>\$48,411,600.00</b>
Income From Sale Or Lease	\$ (4,500,000.00)	
<b>Net Project Cost</b>		<b>\$43,911,600.00</b>
City Share	\$21,955,800.00	
URDG Request (1/2 Net Project Cost)	\$21,955,800.00	

As shown above, the total project cost is \$48,411,600. The City's net share for funding the project is \$21,955,800.

## 5. REQUISITE MUNICIPAL APPROVALS

### **Public Hearing**

A public hearing was held on March 28, 2000.

### **Municipal Approvals**

Copies of the City Council Vote approving the Plan and the Planning Board Resolution and Vote follow.

### **Opinion of Counsel**

A copy of the Opinion of Counsel follows..



## *City of Lowell -Planning Board*

---

Eamon McGilligan  
Planning Board Administrator

### **CITY OF LOWELL PLANNING BOARD**

#### **RESOLUTION AND VOTE**

**RE:** Findings pertaining to the Jackson Appleton Middlesex Urban Revitalization and Development Plan.

#### **RECITALS**

1. The City of Lowell Planning Board (the "Board") has been duly constituted pursuant to Ordinance #8 of 1959 in accordance with M.G.L. c.41, s.81A.
2. The Jackson Urban Revitalization and Development Plan (the "Plan") has been forwarded to the Board for the purpose of reviewing the Plan and making the findings required by M.G.L. c.121B, s.48.

**NOW THEREFORE**, following a review of the Plan, the Board finds that the Plan is based upon a local survey and conforms to the 1972 Comprehensive Plan of the City of Lowell as a whole.

Adopted on the 6<sup>th</sup> day of March, 2000 by a majority of the members of the Planning Board, consisting of four members, by a vote of 4 to 0.



COMMONWEALTH OF MASSACHUSETTS

CITY OF LOWELL

In City Council

VOTE

Approving the Jackson/Appleton/Middlesex Revitalization and Development Plan for the City of Lowell.

-----

WHEREAS, the City of Lowell is an Urban Renewal Agency with all the powers of such, pursuant to Chapter 353 of the Acts of 1976; and

WHEREAS, the Lowell Planning Board, after hearing, has adopted and approve the Jackson/Appleton/Middlesex Revitalization and Development Plan for the City of Lowell; and

WHEREAS, pursuant to Massachusetts General Laws Chapter 121B, section 48, the City of Lowell, as an Urban Renewal Agency, must hold a public hearing prior to any vote to approve the Jackson/Appleton/Middlesex Revitalization and Development Plan; and

WHEREAS, the City Council and the City Manager are the municipal officers of the City of Lowell, as defined in Massachusetts General Laws Chapter 121B, section 48;

NOW, THEREFORE, BE IT VOTED BY THE CITY COUNCIL OF THE CITY OF LOWELL:

That the City of Lowell, acting through its City Council and City Manager as municipal officers of the City of Lowell, as defined in Massachusetts General Laws Chapter 121B, section 48, and after public hearing, approves the Jackson/Appleton/Middlesex Revitalization and Development Plan for the City of Lowell.

In City Council March 7, 2000, Read and hearing ordered for 7PM on March 28, 2000. So Voted./s/Richard C. Johnson, City Clerk

In City Council March 28, 2000, Given 2<sup>nd</sup> Reading and hearing held. Vote adopted 8 yeas, 1 absent. So Voted./s/Angela Gitschier, Asst. City Clerk

Approved by City Manager Brian Martin March 29, 2000.

A true copy

ATTEST:

  
Angela Gitschier  
Asst. City Clerk

Revitplan:4

THOMAS E. SWEENEY  
City Solicitor

DAVID J. FENTON  
First Assistant Solicitor



CITY OF LOWELL  
LAW DEPARTMENT  
CITY HALL  
375 MERRIMACK STREET  
LOWELL, MASSACHUSETTS 01852-5986  
Tel. (978) 970-4050 • Fax (978) 453-1510

EDWARD L. MORRIS, JR.  
CHRISTINE P. O'CONNOR  
MARIA SHEEHY  
PATRICIA SULLIVAN-TALTY  
DANIEL R. WOJCIK  
Assistant City Solicitors

June 1, 2000

Jane Wallis Gumble, Director  
Department of Housing and Community Development  
100 Cambridge Street  
Boston, MA 02202

Dear Ms. Gumble:

Please except for filing, in accordance with Mass. Gen. L. c. 121B, s.48 the City of Lowell's ("City") Urban Renewal Plan, entitled "The Jackson Appleton Middlesex Urban Revitalization and Development Project" ("the Plan"). Pursuant to the provisions of Section 48 of Chapter 121B the City has secured all necessary municipal approvals prior to submitting its Plan to the Department of Housing and Community Development ("DHCD"). Those approvals are as follows:

i. Approval of the Plan by the Urban Renewal Agency

Pursuant to Chapter 353 of the Acts of 1976, the City of Lowell, through its City Council, ("Council") has been vested with the authority to be and operate as an Urban Renewal Agency within the meaning and requirements of Massachusetts General Laws, Chapter 121B. Accordingly, the Council, sitting as both a governmental body and as a lawful urban renewal agency approved the Plan on March 28, 2000.

ii. Approval of the plan by the requisite municipal officers following a duly called public hearing before the City Council, with Notice of such hearing together with a map indicating the area to be renewed having been previously sent to the Massachusetts Historical Commission.

On March 14, 2000 and again on March 16, 2000, notice of the March 28, 2000 public hearing was published in the Sun, a local newspaper of general circulation. On or about March 22, 2000, notice of the public hearing was forwarded to the Massachusetts Historical Commission (MHC).

June 1, 2000  
Jane Wallis Gumble, Director  
Department of Housing and Community Development  
Page 2.

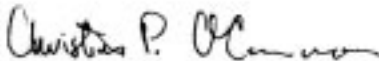
- iii. **A Finding by the Planning Board of the City (where one has been established) that the Urban Renewal Plan is based upon a local survey and conforms to comprehensive plan for the locality as a whole.**

On March 6, 2000, the Planning Board for the City of Lowell ("Board") found that the Plan was based upon a local survey and conforms to the comprehensive plan for the City as a whole.

In closing, I note that all applicable votes and findings are enclosed. Moreover, the City will also be submitting for filing an Environmental Notification Form (ENF).

Subject to and based on the foregoing, it is my opinion that the Plan is in compliance with applicable law. This opinion is rendered only in connection with the submittal of the Plan to DHCD and may not be relied upon by any other party.

Very truly yours,



Christine P. O'Connor  
Assistant City Solicitor

CPO:revitplans

## 6. SITE PREPARATION

Site preparation activities will be limited on most acquisition parcels. As shown on Figure M-18 in Section 1, most of the sites have been previously developed, however, there are moderate topographical features at the site of several infrastructure improvements. Similarly, flooding is not an issue. Figure M-12 in Section 1 illustrates those sites within the Urban Renewal Area that are Mass DEP Hazardous Waste Listed Sites. Two of the sites listed are contain parcels designated for acquisition. Because of the industrial nature of the use of many of the other sites, it is anticipated that environmental clean-up may be required on some other sites as well. The project budget includes money for a 21E investigation of the acquisition parcels and additional money based on an estimate of potential clean-up costs.

## **7. PUBLIC IMPROVEMENTS**

### **Areawide Open Space Improvements**

Improvements to pedestrian connections and open space will also help to create a more attractive and competitive commercial district, and will also help to provide pedestrian links between destinations and employment centers. The Plan includes the following open space improvements illustrated on Figure M-20 in Section 1:

- Improvements to the Hamilton Canalway
- Extension of Elliot Street with a small park adjacent to the Mill #5 on Jackson Street and a pedestrian connection to Central Street
- Small park at the intersection of Gorham St. and Central Street to form a gateway to the JAM Area and the Downtown.
- Canalway improvements along the Lower Pawtucket and Hamilton Canals adjacent to Freudenberg Nonwovens.

Design of the open spaces during implementation of the Plan should include a community process to ensure that they meet the needs of the surrounding community.

### **Areawide Infrastructure Improvements**

Many of the areawide improvements are related to transportation (see Section 1, Figure M-15 and M-20). The transportation issues raised through discussions with the City and the CAC, and development of the Plan, are discussed below. Vehicular and pedestrian access in addition to parking has been a primary concern throughout the process of developing the Urban Revitalization and Development Plan. Access and Parking have significant impact on industrial and commercial viability.

### **Vehicular and Pedestrian Traffic**

Throughout the fruition of this Urban Revitalization and Development Plan the availability of parking as well as vehicular and pedestrian access to the study area have been primary concerns. The importance of access and parking for the viability of commercial and residential properties has focused attention on these issues and ensured that they have been fully analyzed and addressed within this Plan.

### **Access Improvements**

Improving access is a key component in the overall Plan for the area. The issue of accessibility has been addressed through a thorough examination of all possible alternatives which could be applied to the existing transportation network. Of those alternatives, there would be the following general access improvements required throughout the Plan area; the construction of new streets, the widening of existing streets and a change in traffic regulation.



## **Street Widening - Extension**

### **Middlesex Street**

Middlesex Street would change from one way travel westbound to two travel lanes, creating one travel lane eastbound and one travel lane westbound, (11 feet each), parking would also be permitted on both sides of Middlesex Street, with two parking lanes, (8.5 feet each). The street would also be widened from Revere Street to the Lord Overpass to provide for three travel lanes, one of which would be an exclusive turning lane for those vehicles turning right on to the Overpass.

### **Revere Street**

Revere Street would be widened and extended from Jackson Street through to Appleton Street, providing an alternative access between these two streets. A sidewalk improvement program would also be implemented in this area, both to encourage pedestrian traffic and increase pedestrian safety.

### **Elliot Street**

Elliot Street would be extended from Middlesex Street through to Jackson Street, providing what would be a much improved street alignment and greater ease of access, between Appleton Street, Middlesex Street and Jackson Street. Elliot Street would also be included in the sidewalk improvement program.

### **South Street**

South Street would be extended to Gorham Street and become a two way street along its entirety, with all necessary pavement markings and intersection traffic controls implemented. Further analysis of the parking along South Street would determine the full effect of street parking on traffic flow and allow for any remedial measures that may be necessary to be implemented.

### **Appleton Drive**

Appleton Drive will be a new street constructed to serve the Appleton Mills complex. Extending from Revere Street, Appleton Drive will be a one way street which will pass through the Mills complex before reconnecting with Jackson Street.



## **Intersections Improvements**

### **Middlesex Street / Lord Overpass**

The intersection of Middlesex Street and the Lord OverPass will need to be redesigned to accommodate vehicles turning eastbound on to Middlesex Street. A turning radius suitable for vehicle types WB - 50 will be required. An exclusive right turn lane will also have to be provided for vehicles traveling westbound intending to turn on to the Lord Overpass off ramp. In addition, an exclusive left turn lane will be required for east-bound vehicles turning onto Revere Street. All of these improvements will be needed to maintain an acceptable Intersection level of Service.

### **Middlesex Street/ Gorham Street**

Turning radius improvements will be required at the Middlesex Street/Gorham Street intersection in order to accommodate those vehicles traveling eastbound along Middlesex Street and intending to turn on to Gorham Street. A new traffic light will also be needed to address this eastbound traffic.

### **Appleton Street/ Gorham Street/ Central Street – Green Street/ Central Street**

Taking into consideration the short distance between these two intersections and the proposed increase in traffic volumes traveling east along Middlesex Street, a detailed traffic study will be required to establish, among other things, the existing and future levels along these streets as well as a capacity analysis for the intersections. Such an analysis would provide the necessary information to determine if these intersections need to be redesigned.

### **Gorham Street/ South Street**

In order to provide an alternative access way to Middlesex Street, South Street would be extended to connect with Gorham Street. The intersection of South Street and Gorham Street may also require improvement, specific improvements would be determined as a result of a traffic analysis for the intersection.

### **Central Street/ Jackson Street**

The existing conditions at this intersection will require improvement, resulting in the probable redesigning of the intersection. The anticipated increase in traffic volumes on Jackson Street will exacerbate the existing problems at this intersection. The option of having an exclusive left turn lane from Central Street westbound on to Jackson Street will require further analysis, as will the possibility of eliminating off street parking on Central Street at this location. Introducing these changes may improve the general traffic flow in the Central Street area.

## **Parking**

Street Parking and off Street parking were analyzed using the prescribed standards contained in “Parking Generation”, 2nd Edition published by the Institute of Transportation Engineers. Using these standards the analysis indicated that there would be a requirement for approximately five thousand (5,000) parking spaces in the Plan area if a scenario of total development/redevelopment were to occur.

### **Off Street Parking**

To meet existing and future parking requirements at least one parking garage will be needed in the Plan area. The construction of a multilevel 1,000 parking space garage is proposed at the intersection of the extended Elliot Street and Middlesex Street. This parking garage should be constructed to enable additional parking levels to be added if these are deemed to be necessary in the future. Where possible, all existing off street parking in the Plan area will be maintained.

### **Street Parking**

Efforts will be made to maintain or increase the level of street parking. Street parking will only be eliminated where it can be demonstrated that it would either be an obstruction to traffic flow or a danger to road users.

### **Pavement Conditions**

The existing pavement in the Plan area is in reasonable condition. A detailed pavement analysis will be undertaken at the initial stages of the Plan implementation to establish where new pavement may be necessary.

### **Pedestrian Traffic**

Pedestrian traffic is a main component of the plan. The construction of sidewalks and the widening of some existing sidewalks are proposed to encourage pedestrians into the Plan area and to improve pedestrian safety. A sidewalk improvement program will be undertaken for the entire Plan area to establish where existing sidewalks need improvement, widening or replacement and where new sidewalks need to be installed.

### **Public Transportation**

Exclusive Bus Stop areas should be designated and bus stop shelters provided. A study of the existing Bus Stops will also be undertaken to establish existing passenger numbers and possible future Bus Stop locations based upon pedestrian routes and travel patterns. Potential new Bus Stops will be located at the corner of the extended Elliot Street and Middlesex Street (west side) and at the intersection of South Street and Appleton Street (east side), provided a study confirms these locations are appropriate.

### **Traffic Regulations**

Within this Plan revisions to the Zoning Ordinance have been prepared to ensure adequate parking standards are in place for any new developments in the Plan area. These revised parking standards have taken into consideration the need for Loading Zones and handicapped parking. The implementation of the proposed one way and two way streets will also be regulated and strictly enforced as part of this Plan.

All recommendations will be designed in consultation with the Division of Planning and Development, and with the City Engineering Department.

All recommended roadway related improvements are summarized on Figure M-15 in Section 1.

The specific intersection and pedestrian improvements noted above should be included in the design of the intersections and pedestrian crossings as highlighted on Figure M-

15. Additional improvements that should also be investigated at these locations include:

- Updating traffic signal equipment
- Improving lane markings

### **Roadway Reconstruction**

Areawide improvements also include complete roadway reconstruction for all streets in the project area. The newly reconstructed roadways will include new sidewalks and curbs, tree plantings, lighting and crosswalks.

### **Drainage/Sewer System**

Streets in the JAM Area may contain a combined sewer/drainage system. Under current environmental regulations, this is an unacceptable situation which should be alleviated. It is recommended that a separated drainage system with discharges meeting the current Stormwater Guidelines be constructed where necessary throughout the Urban Renewal Area.

## 8. RELOCATION

Under Chapter 79A of the Massachusetts General Laws, all businesses and residents displaced by public action are entitled to receive relocation assistance and payments. The purpose of the Chapter 79A statute is to provide for the fair and equitable treatment of all parties to be displaced as a result of public action. 760 CMR 27.00, the applicable state regulation, spells out the terms and procedures for such assistance and payments.

It is the City of Lowell's intention to assist the affected businesses and residents in relocating successfully, consonant with the parameters set by Chapter 79A and 760 CMR 27.00, and the City invites cooperation of site occupants in that regard. The City of Lowell, however, is committed to going beyond what is formally in MGL Chapter 79A and 760 CMR 27.00 in an effort to affect a successful business and resident retention program.

The JAM Urban Revitalization Plan involves the acquisition 18.26 acres of privately owned land out of an urban renewal area consisting of 50 acres for redevelopment activities and other permitted uses. The successful implementation of the Plan requires the relocation of up to 60 units of residential housing and 26 businesses (some of these may remain during rehab activities); Tax records indicate the acquisition parcels contain approximately 60 units of housing.

It is anticipated that land acquisition activities will be completed during the last quarter of 2000. However, no business lawfully occupying property scheduled to be acquired in accordance with this Plan shall be required to move without 120 days written notice from the Board.

As the City Administration and City Council's staff for the JAM Urban Revitalization and Development Plan, the City's Division of Planning and Development will have responsibility for assisting the City Administration and the City Council in providing relocation assistance to the affected businesses. The Department will retain the services of a relocation firm experienced in relocation matters to directly assist the City, including assistance in finding alternative sites, data regarding relevant zoning issues, review of moving cost estimates, etc. It is planned that the City of Lowell will establish a field office within the JAM Urban Renewal Area that will provide these services. All affected occupants will be directly notified when the office has been established. However, in the interim, all inquiries should be directed to:

**Division of Planning and Development  
JFK Civic Center  
50 Arcand Drive  
Lowell, MA 01852**

Affected parties are encouraged to contact the Division of Planning and Development in writing, by telephone at **978.446.7245**, or in person, with any questions they may have.

The relocation assistance process will proceed as follows:

- 1 Division of Planning and Development staff and consultants will contact all known businesses to be relocated and will conduct personal interviews with the company principal(s) or their authorized representatives. Follow-up interviews will be held as the project proceeds.
- 2 At the time of the interview, the businesses will be provided with detailed information about the nature and extent of assistance available to them in (see Appendices J and K):

**City of Lowell**  
**Division of Planning and Development**  
**JAM Urban Revitalization and Development Project**  
**Relocation Benefits Brochure**

- 3 Ongoing assistance to the affected businesses will continue until a move is facilitated.
- 4 All affected businesses are required to inform the City in writing of their intention to move at least 30 days prior to their moving date, but not earlier than 90 days prior to the move. All notices shall comply with 760 CMR 27.09 (23).
- 5 After the move, the Division of Planning and Development, along with its relocation consultant, will review the relocation payment claims for moving and related expenses for completeness as well as adherence to 760 CMR 27.00. City Council approval is required for all payments. State Bureau of Relocation (BOR) approval is necessary for claims over \$25,000. Claims must be submitted to the City Council within twelve months after the claimant's displacement and must be fully documented with appropriate receipts and other evidence showing expenses incurred. The City Council will pay claimants for eligible claims as promptly as possible after eligibility has been determined. Ineligible claimants shall be provided with written notice of the reasons for rejection of all or part of their claims.
- 6 Prior to the City Council's approval of any relocation payment claims, an agreement should be reached with each business as to the eligible expenses. In cases where such agreement cannot be reached, the following grievance procedure shall prevail:
  - a Claimant shall be invited to present their grievance in writing and/or in person to the Council.
  - b The City Council shall receive a written recommendation from the Division of Planning & Development concerning said grievance within 14 days of the City Council's receipt of grievance.
  - c The City Council shall, at its next regular meeting, take action with respect to the grievance and subsequently provide a written notice to the claimant explaining the Council's action and the basis for such action.
  - d. Claimants shall have the right to appeal the Council's determination to the Bureau of Relocation (BOR), whose decision shall be final and binding on both parties.

7. No business shall be evicted from the JAM Urban Revitalization and Development Project area except as a last resort for one or more of the reasons stated in 760 CMR 27.03.
8. Affected businesses are advised that use and occupancy charges, where appropriate, shall be paid to the Council pursuant to written notice received by each affected business.

A proposed business relocation benefits brochure and a proposed residential relocation benefits brochure can be found in Appendices J and K. For further information about relocation procedures or the JAM Urban Revitalization and Development Plan, parties may contact:

**City of Lowell  
Division of Planning and Development  
50 Arcand Drive  
Lowell, MA 01852**

## 9. REDEVELOPER'S OBLIGATION

RFPs will be issued for specific disposition parcels, outlining the desired uses for the parcels (see Figures M-19 and M-20), as well as the need for proposals to be consistent with this Plan. In the public solicitation of proposals, each redeveloper shall be required to provide information to the City Administration and City Council that includes completion of forms entitled “Part I, Redeveloper’s Statement for Public Disclosure” and “Part II, Redeveloper’s Statement of Qualifications and Financial Responsibility” (see Appendix L) for review by staff of the Division of Planning and Development. Upon review of all documentation and evaluation by the City Council, a designation will be made. The selected development entity will be required to enter into a Land Disposition Agreement which will be entitled “STANDARD FORM OF CONTRACT FOR SALE OF LAND FOR PRIVATE REDEVELOPMENT” and which shall be approved by the Department of Housing and Community Development as required by 760 CMR 12.00.

Designated developers will be required to comply with the goals and objectives of this plan and with zoning and design guidelines for The JAM Urban Renewal Area.



## 10. DISPOSITION

The improvements shown on Figure M-20 in Section 1 are conceptual in nature and intended to depict one manner in which the Area could be developed consistent with this Plan. Subject to the requirements of this Plan, the goals and objectives of the City of Lowell, and applicable law, the proposed redeveloper(s) of the site and the City of Lowell Division of Planning and Development will be provided with the opportunity to propose an alternative building and/or land use arrangement for the Area. Any such development proposal will be reviewed by the City Council and the appropriate City representatives in accordance with the terms of the Land Disposition Agreement(s) to be negotiated with the proposed redeveloper, the City of Lowell and applicable law.

The Plan creates twenty (23) disposition parcels for redevelopment by both the public and private sector (see Figure M-19). Figure M-19 describes the proposed use for each parcel. These parcels and their locations have been chosen to provide the maximum opportunity to facilitate private redevelopment of this area. The City intends to work closely with the Lowell National Park to facilitate a respectful and sensitive redevelopment of the planning area.

Under Chapter 121B and M.G.L. 30B, the sale or lease of industrial or commercial real property by redevelopment authorities or their successors, engaged in the development and disposition of the real estate in accordance with an approved plan, is exempt from public disposition procedures required of all other local entities. The City Council, vested with the powers of an urban renewal agency, has decided to move forward with a process that will solicit proposals from outside entities to facilitate the redevelopment of the disposition sites.

## 11. CITIZEN PARTICIPATION

This plan resulted from an extensive public participation process in compliance with 760 CMR 12.02 (11). The key component was the active participation of a Citizens Advisory Committee. The CAC is a representative cross-section of the planning area. The 25 members of the CAC are business and property owners, residents, non-profit organizations, and community leaders. The CAC began meeting on April 8, 1999 and has met monthly over the course of the project. At the meetings presentations were made on the most recent developments in the plan, with discussions encouraged on outstanding issues. Meeting minutes were distributed to all committee members and are included in Appendix E.

Presentations were also made at two public meetings, a meeting of the City Council (televised), the Economic Development Sub-Committee, special meetings of business owners in the planning area, and the Lowell Planning Board. In addition, a charrette addressing the barriers and incentives to developing brownfields sites with a particular focus on the JAM Area was held on September 21, 1999, a copy of the summary report is included in Appendix F.

Representatives of the Lowell Department of Planning and Development held individual meetings with various business owners, community leaders, and the National Park Service to gain information or as requested by the individuals and organizations.

It is the intention of the Board to continue the Citizen Participation process on a monthly or quarterly schedule, depending on the level of activity, as the Plan undergoes implementation.

## 12. IMPLEMENTATION

### Strategy

The City is committed to the successful implementation of this Urban Revitalization and Development Plan. Recognizing that implementing all of the recommendations in the Plan will require several years, the following list of priorities has been developed:

- 1 Establishment of the public mechanisms for supporting and guiding the development, including adopting zoning changes, putting in place financial incentive programs, beginning more rigorous code enforcement (all of these could begin prior to adoption of this Plan), and establishing and staffing a field office to manage the implementation.
- 2 Acquisition and disposition of the Appleton Mills site.
- 3 Disposal and development of all City-owned parcels.
- 4 Acquisition, relocation and demolition of the area for construction of the new parking garage.
- 5 Reconstruction of major arteries, new extensions and intersection improvements.
- 6 Acquisition and disposition of additional parcels for new business development.
- 7 Rehabilitation of targeted historic structures.
- 8 Construction of other public improvements, including sidewalks, lighting, and open space.
- 9 Acquisition and disposition of remaining parcels targeted for other uses.

### Administration

The implementation of the Urban Revitalization and Development Plan will require significant time from administrative and technical staff for several reasons. The project area is large and contains numerous small parcels in individual ownership. This ownership pattern increases the number of acquisitions and consequently the number of owners with whom the City must negotiate. More importantly, however, the success of the plan will rely not only on specific public improvements, but also on ongoing actions such as code enforcement and design review, and incentive programs which encourage property owners to make improvements to their properties and businesses. The approach is to use the initial phase of the revitalization program to create a renewed sense of confidence in the future of the renewal area. By using strategic investment of public dollars, the program will create a setting in which private investment is more likely to occur.

This implementation plan therefore includes several key components related specifically to managing the implementation process.

- **Storefront Implementation Office:** Located within the project area, this storefront would be staffed with a project manager, code enforcement officer

and an economic development specialist who can provide information and contacts for the development process and economic development programs. City staff will be available to address questions concerning the revitalization plan and to assist with necessary applications for various City financing. The project manager will be responsible for designing a process to pre-qualify potential developers and contractors for involvement in the revitalization plan. This pre-approval process would eliminate the need for an RFP process for each individual situation. These on-site personnel should be able to supply property owners and potential developers with an easy-to-understand step by step outline of the development process, design guidelines, a brochure explaining available incentive programs, a description of the proposed public improvements, current RFP's for disposition parcels and a list of upcoming RFP's. This office will provide a visible reminder to the community that the City is committed to achieving the goals of the plan, encouraging private investment and stabilizing the economic base

- **Project Manager:** Successfully implementing the plan will involve a number of concurrent actions ranging from conducting property surveys and appraisals to beginning acquisitions, issuing RFP's and contracting for design and construction services for public improvements. A full time Project Manager (see above) will be required to provide the concentrated oversight to the details of each of these actions.
- **Technical/Administrative Support:** A relocation officer will also be assigned to the project to assist in relocations. Other City staff will be assigned as necessary (for example, the Lowell Historic Board will be responsible for design review). The Project Manager will require ongoing support from a number of City agencies and boards, including the Planning Board, Office of Code Enforcement, Division of Planning and Development, Tax Assessor, Legal Department, and Traffic and Engineering, as well as an Economic Development Officer familiar with all available incentive programs and able to help people gain access to them. Designating a liaison from each of these agencies will help to maintain consistency and a continued level of support. In addition, City services and code enforcement activities should be targeted to the Area during the early years of implementation, both to eliminate existing problems and to illustrate the City's commitment to the renewal area. Strict enforcement of the Minimum Maintenance Ordinance should also be stressed in the Area.

### **Business Retention**

Urban renewal projects are governed by MGL Ch. 121B which requires that all occupants displaced by urban renewal activities qualify for relocation benefits as defined in MGL Ch 79 and MGL Ch 79A. The regulations are designed to facilitate the orderly relocation of all occupants and establish eligibility criteria and reimbursement mechanisms to assist in that relocation. A relocation brochure for both residents and businesses is enclosed in Appendices J and K.

The relocation regulations make no requirement as to the final location of the displaced occupants. In fact, the statute and regulations establish eligibility for relocation benefits for moves up to 50 miles from the present site location and further with the appropriate approvals.

The City of Lowell values the contributions that each business and residential occupant brings to the stability of the community and has committed to initiate a Business Retention Program with the goal of relocating all displaced businesses in the JAM Urban Renewal Area or at least in Lowell. The City is also committed to relocating all displaced residential occupants in the Lowell. The program is based upon very successful business retention programs initiated in Millbury and Worcester in support of the MA Highway Department's Route 146 Project and the Acre Urban Revitalization Project.

The key to the business retention program is to establish a retention team composed of economic development and planning department staff who will initiate contact with all occupants and establish both the existing and future needs of the occupant. At that point, program members will provide information as to the availability and costs of relocation locations in both the JAM Area and other areas of Lowell. The team will look at other assistance programs the occupant may be eligible for in addition to the basic relocation benefits provided under MGL Ch. 79 and MGL Ch 79A with the goal of composing a plan aimed at retaining the occupant in Lowell.

The City has the option to provide assistance in the form of Tax Increment Financing, Section 108 loan guarantees, SBA loans, etc. that when combined with the eligible relocation benefits package can provide a very good incentive for occupants to remain in the City of Lowell and benefit from the revitalization of the JAM Urban Renewal Area and the City.

Existing business owners being acquired and relocated will be given priority for both rental and condominium commercial and industrial space developed on disposition parcels. These existing owners also will have the opportunity to submit proposals for developing disposition parcels.

The JAM Revitalization Plan has established several principal goals:

- New business development
- Expanding the tax base
- Creating new job opportunities

The strategy for implementing these goals will rely on targeted commitments from the City of Lowell, local organizations and the private development community.

Assistance will be provided as follows:

### **First Refusal**

In some cases, properties are designated for acquisition and rehabilitation, rather than for acquisition and demolition. The purpose is to ensure that the properties are rehabilitated to become positive contributions to the community, rather than to change the use of the parcel. In these cases, interested existing property owners will be given the opportunity to provide the City with a proposal/plan for the rehabilitation of their own

property to City standards. The rehabilitation plan must include a detailed description of improvements, a schedule for making the improvements and an achievable strategy for funding those improvements. If the rehabilitation plan submitted by the property owner meets the City's goals, the owner will be given a reasonable opportunity (maximum of one year to secure approvals and begin construction) to make improvements according to the plan. If the owner meets the conditions of the plan, the City will not proceed with acquisition. If the current owner is not willing to make needed improvements and properly manage the building, then the plan provides for acquisition and transfer to an owner who will maintain the property and make a positive contribution to the good of the renewal area.

### **Ongoing Review Committee**

This Urban Renewal Plan has been developed with significant input from a Citizens Advisory Committee. The Committee and the community, in addition to the City, are very interested in ensuring that the implementation of the plan is carried out according to the original intent. The Citizens Advisory Committee will continue to meet on a regular basis (monthly or quarterly, depending on the level of activity) to review the implementation progress made, upcoming actions, and the success of the project in leveraging private investment. The Committee will review and reach consensus on any changes to the Plan during the implementation phase.

### **Developer Selection**

The process for selecting developers in the revitalization area should be designed by the program manager. The Plan proposes that the City of Lowell will act as the master developer of the JAM Revitalization Plan. The following outline identifies the process for selecting additional developers:

- 1 Issue Request for Qualifications to qualify builders and contractors for upcoming redevelopment opportunities.
- 2 Assume that the City, working through the project site office will manage the developer selection process.
- 3 All work will be controlled by city zoning requirements and by existing Design Guidelines through a one-stop development office.
- 4 For smaller infill parcels, the City can go directly to the list of pre-qualified contractors. The City will need to have staff or technical assistance capacity to oversee the work.
- 5 For larger parcels, the City has the right to designate the recipient of a disposition parcel. This designation should be governed by building type and density requirements.

Alternatively, the City could issue an RFP to include specific program information delineating the building types. The developer would have the choice of presenting a team including their contractor or of working from the City's pre-qualified list to select one or more contractors.

## 13. CHANGES

Changes to the Plan made after the publication of this document are available for viewing during normal business hours at:

**Division of Planning and Development  
JFK Civic Center  
50 Arcand Drive  
Lowell, MA, 01852**



# THE JACKSON APPLETON MIDDLESEX URBAN REVITALIZATION AND DEVELOPMENT PLAN

**Submitted by the City of Lowell**

**Brian J. Martin**, City Manager

and the Lowell City Council

**Eileen M. Donoghue**, Mayor

**Edward Caulfield**

**Armand P. Mercier**

**Rodney M. Elliott**

**Rita M. Mercier**

**Richard P. Howe**

**Daniel R. Tenczar**

**William F. Martin, Jr.**

**Rithy Uong**

**Prepared by the City of Lowell - Division of Planning and Development**

---

**J. Matthew Coggins**, Assistant City Manager/DPD Director

**Anne M. Barton**, Deputy Director

**Colin M. McNiece**, Chief Planner

**Thomas Galligani**, Director of Economic Development

**Juan Avendano**, Transportation Engineer

**Adam Baacke**, Neighborhood Planner

**Maria Dickinson**, Economic Development Assistant

**Matthew Higgins**, Economic Development Officer

**Catherine Lipper**, Asst. Historic Board Administrator

**Eamon McGilligan**, Planning Officer

**Mark Thomas**, Design Technician

**Christine Thomas**, Environmental Officer

**Sandy Swaile**, Design Planner

**Diane Tradd**, Design Planner

**Carol Tucker**, Showcase Community Coordinator

**March, 2000**